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ABSTRACT

A task force studied adult education services in Maryland. The task force heard presentations from a wide range of stakeholders, including adult learners, professional associations, administrators, practitioners, and educational researchers. The presentations confirmed that the need for adult education services in Maryland is extensive and the impact of adult education on the state's workforce and economy is substantial. Existing client groups include workers in need of retraining, those without high school diplomas, nonnative speakers of English, adults needing literacy and/or basic skills instruction, and inmates and probationers. Although federal funding for adult education services has increased substantially since 1998, state funding has decreased, creating additional burden on local funding sources. Among East Coast states, only New Hampshire and Rhode Island had lower state appropriations for adult education in fiscal 2001. The task force issued the following recommendations to Maryland policymakers: (1) significantly increase public and private investment in the adult education system; (2) target new resources to improving adult education outcomes by increasing access to services, removing learner barriers, ensuring a professional workforce, and connecting students to careers, further education, or the workplace; (3) enhance accountability to increase the return on present and future investments; and (4) improve services for incarcerated individuals and probationers. (Contains 29 tables.) (MN)

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Governor

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Speaker, House of Delegates

THE HONORABLE
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President, Senate

ED 470 914

Maryland State Department of Education

LITERACY WORKS:

MOVING FROM THE MARGINS TO THE MAINSTREAM

LITERACY WORKS

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Introduction

The Task Force was created by Senate Bill 399 and House Bill 775 during the 2001 legislative session of the Maryland General Assembly. The purpose of the Task Force was to study adult education services in Maryland to ensure effective workers, family members, and citizens. The Task Force was charged with studying the following six issues:

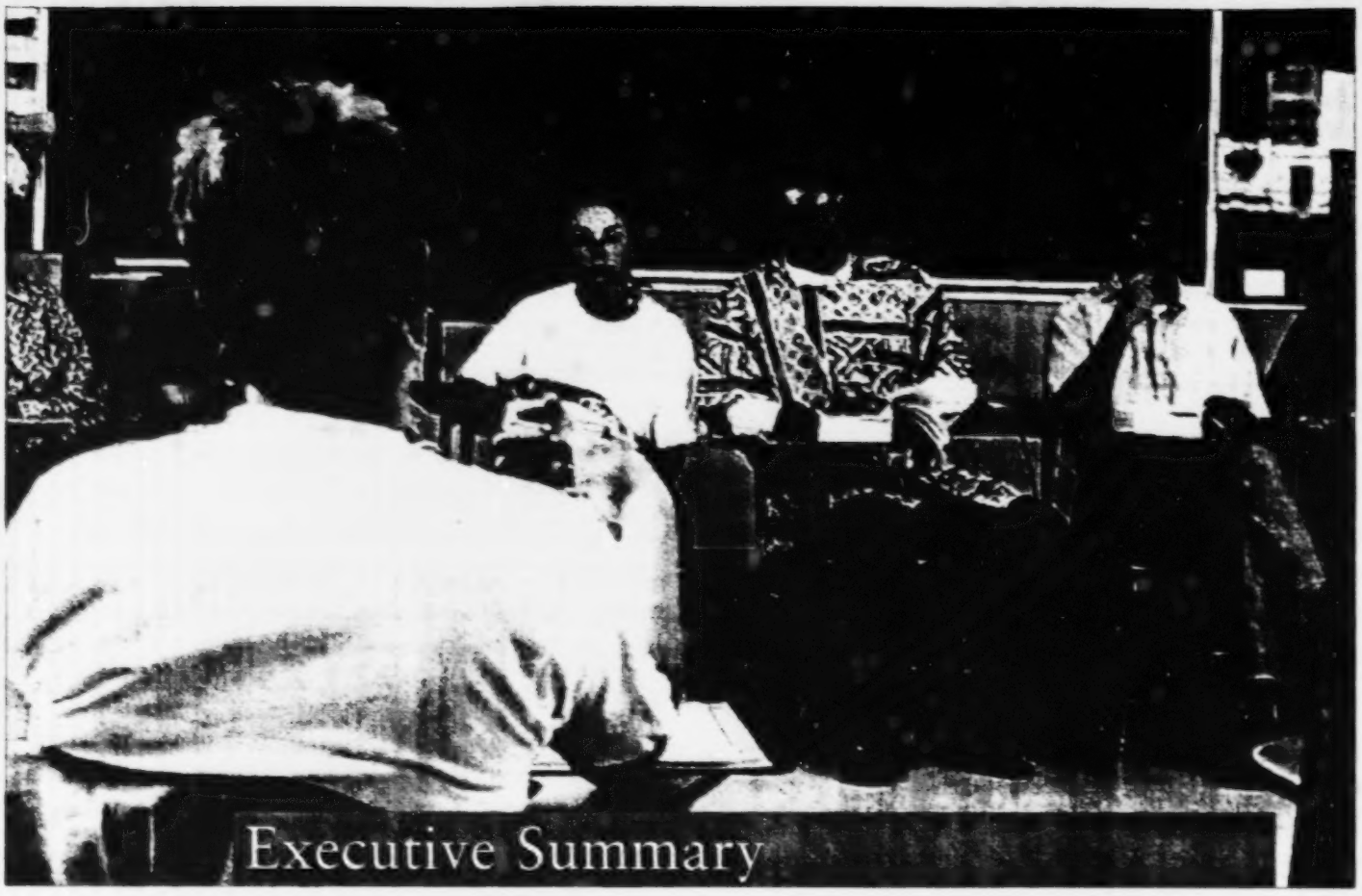
1) The statewide need for adult education services, including instruction for adults in basic skills, English for speakers of other languages, family literacy, preparation for the GED, and the adult external high school diploma program;
2) The impact of adult education on workforce economic development;
3) The existing levels of service for adults without a high school diploma or its equivalent, on a county-by-county basis (including Baltimore City);
4) The existing levels of adult education services for adults who are incarcerated or on probation;
5) The current funding process and level of funding for existing programs in each county and Baltimore City; and
6) A comparison between Maryland and other states in the region regarding levels of need, services provided, and funding.

The members of the Task Force, as specified in the legislation, were appointed by the Governor, the Speaker of the House, the President of the Senate, and the Secretaries of the Departments of Education, Human Resources, Labor, Licensing, and Regulation, and Business and Economic Development. A list of the Task Force members can be found inside the front cover of this report.

The Task Force met during the Fall of 2001 for three sessions on October 3 and 22, and November 20. In addition, a workgroup met on three occasions to study the issue of services to probationers and to report to the Task Force. All meetings were announced in the publication of meeting notices published by the Department of Legislative Services. Sponsors of the bill also received letters announcing the meeting dates and information. In addition, the meetings were announced on the website (www.umbc.edu/alrc) of the Literacy Works State Literacy Resource Center. All meetings were open to the public and copies of Task Force materials and presentations by guest speakers were posted on the website.

The Task Force heard presentations from numerous individuals and organizations in order to have an opportunity to understand the many issues and perspectives affecting adult education. The presenters included five adult learners, the State Advisory Committee for Adult Education, the Maryland Association of Adult, Community, & Continuing Education, three local directors of adult education services, the state Correctional Education program, the Division of Probation and Parole, Division of Correction, and the Working for America Institute, Susan Keating, CEO of Allfirst and John Comings, Director of the National Center for the Study of Adult Learning & Literacy at Harvard University. Also, the Maryland State Department of Education Adult Education and Literacy Services Branch provided an overview of the state/federal adult education program.

This report represents the work of the Task Force including the findings and recommendations. The members of the Task Force thank the Governor, the General Assembly, and the State Superintendent of Schools for the opportunity to study and make recommendations on an issue critical to the future economic well being of the workforce, employers, and families of Maryland. We hope this will provide guidance to the Governor and the members of the General Assembly as they help to ensure that Maryland is a state where Literacy Works.



Executive Summary

Adult education in the 21st century includes three challenges. Immigrants with limited English speaking skills experience a *Language Challenge*. Adults without a high school diploma experience an *Education Credential Challenge*. Individuals who may not be illiterate in the traditional sense, but whose skills limit their ability to participate in the new economy, experience a *New Literacy Challenge*.

The need for adult education services in Maryland is extensive. In 1990, the Census recorded 772,000 adults, age 18 and over without a high school diploma. The new 2000 Census data indicates 613,640 in this age group do not have a high school diploma. However, when out of school youth, between ages 16 and 18, are included as well as the recent immigrant population in need of English as a Second Language, the estimate rises to 959,000 individuals.

The impact of adult education on the workforce and the economy is substantial. Low literacy skills and the lack of a high school diploma are highly correlated with unemployment, living in poverty, and children's lack of academic performance. Current adult education enrollees, who are employed (40%) are aware of how education affects their economic future as evidenced by the goals they identify. These goals are retaining employment by getting a required high school diploma, advancing to a better job by preparing for a promotion, passing a certification test or improving their skills.

Existing adult education services in Maryland include an array of targeted services to address these three challenges. The services include: English as a second language, adult basic education skills instruction, family literacy, literacy tutoring, workplace education, correctional education, and three high school diploma options for adults – the External Diploma Program, GED preparation, and credit classes. Approximately 36,000 to 38,000 residents receive instructional services each year. In addition,

GED Testing services are provided with over 14,000 individuals applying for the GED Test annually. Nearly three quarters of students identify themselves as members of a minority group. Thirty-five percent of learners are between the ages of 16 and 24. Enrollment by this age group has increased by twenty-three percent in the last three years. In FY 00, enrollees reported over twenty-three thousand school age children in their homes. Services are being provided by thirty-four grantees in FY 02, including local school systems, community colleges, and community-based organizations.

Funding for services is provided by federal, state, and local sources. Federal funding has increased from $5.6 million in FY 98 to $9 million in FY 02. State funding has decreased from $1.7 million in FY 90 to $1.2 million in FY 02. As a result, local funding has had to pick up an increasing burden to meet the required match and maintenance of effort for the state to draw down federal funds. The share of adult education funding is *eight* percent state, *fifty-four* percent federal, and *thirty-eight* percent local. This compares with *forty-one* percent state, almost *six* percent federal, and almost *fifty-two* percent local for Maryland public schools.

Among East Coast states, only New Hampshire and Rhode Island had lower state appropriations for adult education in FY 01. The percent of Maryland's adults with low literacy skills is comparable to states such as West Virginia, Arkansas, North Carolina and South Carolina. When comparing enrollments and results, Maryland does well. On the national performance measures for adult education, Maryland has exceeded both the state and national targets for increasing literacy levels of enrollees and assisting learners to enter or retain employment. Maryland also exceeded the state target for learners earning a high school diploma.

Summary Of Findings And Recommendations

Recommendation 1:

SIGNIFICANTLY INCREASE PUBLIC AND PRIVATE INVESTMENT IN THE ADULT EDUCATION SYSTEM

FINDINGS:

There is a significant need for Adult Education services in Maryland with 700,000 to 900,000 adults without a high school diploma or lacking the skill to speak English well. Many of these individuals are at the lowest literacy level. Although Maryland's need is high, the state's investment ranks sixteenth out of the eighteen East Coast states that are our economic competitors.

The current system is able to serve only 3 to 4 percent of the individuals in need. Presently the state provides about $45 per student - roughly equivalent to the cost of a GED textbook. There is an imbalance in the share of investment between state, local, and federal funding. The state is contributing only 8% of the cost of adult education. An increasing burden of the cost has fallen on local programs.

There is an unmet demand for services in many areas of the state, particularly within the ESL community, as documented by waiting periods of three months to a year for classes in some areas. There is also high demand for family, or intergenerational, literacy and the services leading to a high school diploma.

Low literacy affects the economic well being of the counties and Baltimore City; low literacy levels are highest in the jurisdictions with high unemployment and a high percentage of the population living in poverty. Maryland employers indicate basic skills are even more important than ever for entry into the workforce.

Increases in academic skills have an economic return on the investment for individuals who acquire English language skills, for those who earn a GED or External Diploma, and for those who increase their basic skill levels. The return on investment for intergenerational literacy is powered by skill improvements in two generations.

The Task Force unanimously agrees that there is an urgent need for Maryland to invest in instruction and to create a need-based approach to the state appropriation. In addition, the Task Force agrees that investments in capacity building at the state level and enhanced accountability are required to support continuous quality improvement.

RECOMMENDATIONS:

1.1 The Governor and the General Assembly should create legislation in the upcoming session to substantially increase funding through a need based State appropriation for adult education. The legislation should be effective July 1, 2002 (FY 03) and require the appropriation for FY 04 and beyond be calculated on the basis of need.

The Task Force is unanimous that this is the single most important recommendation in this report. The funding level for adult education urgently needs to be addressed.

The intent of this recommendation is to increase funds to provide expanded services and to ensure that students can access sufficient instruction to make literacy gains. Increased funding will provide the opportunity for adult education programs to increase the percentage of the target population being served and to improve the quality of the programs. This will result in a greater number of adults in Maryland with a high school diploma, proficient English language skills, and families who are prepared to assist their children to be successful in school. *(The improvements in program quality that are to be targeted with the additional funds are described in Recommendation 2 below.)*

"...The Task Force is unanimous that this is the single most important recommendation in this report. The funding level for adult education urgently needs to be addressed."

The Task Force envisions a three-year phase-in with an increase in funding each year. The goal is to increase the percentage of the target population being served from 3 - 4% to 15 - 20%. Each year the need calculation would include the number of students enrolled in adult education the previous year, the number of dropouts reported for the previous year, the number immigrants entering Maryland the previous year, plus an additional 5% of the target population, as documented by the last Census. This approach would build a system with the capacity to serve recent new entrants into the target population, continue to enroll previous students, and serve an additional 5% of the target population. A phase-in process would enable local programs to maintain quality while building additional capacity.

1.2 Fund the Maryland State Department of Education (MSDE) FY 03 budget requests for adult education.

As a down payment on meeting the need for an educated workforce and effective families, the Governor and the General Assembly should fund the FY 03 MSDE budget requests for adult education. This includes the Current Services Budget Request for the Correctional Education Workload Expansion and the Proposed Budget Enhancement for GED – Increased Results to Implement the new GED 2002 Test. This would provide a jump-start to the system before the needs based appropriation is implemented. (Also see recommendation 4.1)

1.3 The Governor and the General Assembly should charge MSDE and Department of Business and Economic Development with establishing increased access to and incentives for employers and workers to invest in and participate in adult education.

In order for adult education to be effectively expanded, it will require a partnership with employers, including small business, and workers. The Task Force heard a consistent message from labor, management, and learners that classes in the workplace are very important. Contextual instruction in the workplace eliminates some of the barriers that face learners in the community such as transportation, child-care, and computer access. Contextual instruction increases the opportunity for practice and significant learning gains for the worker and improves productivity for the employer. The Departments should work with partners in the employment and labor community to establish incentives for workers and employers and to increase adult education services in the workplace.

"As educators, government officials, business and labor leaders, we are all stakeholders in this issue and we must be part of the solution. It's up to everyone... to find ways to work together in implementing this agenda—to bring many of the recommendations heard today into the mainstream."

-Susan C. Keating, President and CEO Allfirst Financial Inc. and Allfirst Bank

Recommendation 2:

TARGET NEW RESOURCES* TO THE IMPROVEMENT OF ADULT EDUCATION OUTCOMES BY INCREASING ACCESS TO SERVICES, REMOVING LEARNER BARRIERS, ENSURING A PROFESSIONAL WORKFORCE, AND CONNECTING STUDENTS TO CAREERS, FURTHER EDUCATION OR THE WORKPLACE

* *From RECOMMENDATION 1*

FINDINGS

Close to one million Maryland residents lack the skills needed for the new economy. The current system enrolls 36,000 to 38,000 students annually. The number unable to enroll or on waiting lists is another indicator of demand. Particularly, ESL classes have waiting periods of three months to a year to enroll. The External Diploma Program has students who are unable to enroll because the program is not offered in their county or region. Requests to partner with agencies and programs such as Judy Centers and Reading Excellence are unmet because of lack of resources.

Learners who enroll are not getting the intensity of instruction that research shows is necessary to make significant progress. Research indicates 100 to 150 hours are needed. The average instructional hours for a class in Maryland is 69 hours and only 6% of the students receive 100 hours of instruction. The state correctional education program is the exception - 66% of learners receive 100 hours of instruction. Consequently, the pass rate on the GED for Correctional learners is twice as high. Maryland needs to shift from giving a lot of students some contact hours to giving all enrolled students enough contact hours.

Adequate contact hours can be achieved through non-traditional adult education instructional schedules, such as weekend and day classes. Research indicates that varied scheduling is needed to fit the diverse needs of the adult learner and can reduce barriers to enrollment and to persistence. All presenters to the Task Force agreed that the expansion of weekend and day classes would provide an opportunity to increase contact hours, provide more intensive instruction and remove barriers.

Expanding instructional opportunities through distance learning is a critical need in Maryland. Technology and distance learning offer more opportunities for students to spend more time learning. It also enables students to attend who might not otherwise. There have been some pilot efforts with distance learning models including video-based learning, computer loan programs with internet based instruction, and internet use for instruction. MSDE is also exploring the virtual learning and high school courses for credit. The adult education system needs significant investment in hardware and teacher training in order to make learning anytime/anywhere a widely available solution.

Qualified, experienced teachers with credentials are essential for students' learning and successful outcomes as evidenced by research. Research also indicates full time teachers are important to program quality. Typically, full time teachers are not found in adult education programs. Maryland adult education teachers are overwhelmingly part time contractual employees with no state-required credential beyond a Bachelor's degree. Part time contractual compensation is inadequate to prevent a relentless cycle of recruitment and training. Part time status also affects teachers' professional development, which requires an additional time commitment, but is often compensated with only a minimal stipend. Professional development opportunities need to be expanded.

RECOMMENDATIONS

The Task Force is recommending that additional funding, which will result from the implementation of Recommendation 1, be targeted to quality improvements to the adult education system. The improvements will increase access, remove barriers, and result in increased results for learners, their families, and the economy. The specific recommendations are below.

2.1 Expand Access to Instruction Throughout The State

MSDE should expand capacity by using new funding to: eliminate waiting lists, increase the intensity of instruction, provide weekend classes, invest in distance learning to provide Learning Anytime/ Anywhere opportunities, increase access to technology for all students, and expand the External Diploma Program (EDP) services to all counties. Local providers will need to be full partners in the effort to implement this recommendation, and each local area will have to target improvements to the needs of the target populations in their local area. Expansion of services to out-of-school youth, ESOL learners, and families, as well as the workplace were priorities identified by the Task Force.

2.2 Remove Barriers to Learner Participation & Persistence In All State Funded Adult Education Programs

MSDE should work with local grant recipients to remove barriers to participation and persistence. Barriers to success can be overcome through the provision of support services to learners. Local programs should offer or provide access to support services such as professional counseling, translator services, career counseling and referral, transportation and childcare.

Another barrier to learner participation and persistence is the presence of undiagnosed learning disabilities in many adults with low literacy skills. Each provider should have appropriate assessment and accommodation services for individuals with learning disabilities.

Financial limitations can be a significant barrier to an adult entering or remaining focused on his or her education. With the additional resources from Recommendation 1, MSDE should work with local programs to reduce or eliminate learner fees to participate in the EDP Program or GED instruction. MSDE should identify strategies to reduce or remove the applicant fees for the GED Test.

A strong partnership between adult education and pre K-12 education is essential. It provides opportunities for both parties, as evidenced by the impact of intergenerational literacy in supporting both adult and child literacy development. MSDE should require the Divisions and Branches to strengthen partnerships between pre- K-12 education, rehabilitation services, special education, and adult education, especially for dropout prevention and recovery, school to work transitions, and intergenerational literacy.

2.3 Ensure A Professional Adult Education Workforce Capable Of Delivering Effective Research-Based Instruction

MSDE should work with a group of stakeholders statewide to enhance adult education teacher credentials with a state level certification for adult education. Adopting uniform standards for teachers is necessary for a qualified professional workforce and program accountability. MSDE and local grantees should work together to collaboratively ensure that teachers have adequately funded, high quality, paid professional development. Local grantees should develop a plan to address teacher recruitment and retention challenges with more competitive compensation and paid benefits. MSDE should set

Let us think of education as the means of developing our greatest abilities, because in each of us there is a private hope and dream which, fulfilled, can be translated into benefit for everyone and greater strength for our nation.

~ John F. Kennedy

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policy goals to increase the percentage of full time teachers in community based programs.

2.4 Connect Adult Education Students to Careers, Further Education, and The Workplace

MSDE should work with Workforce Investment Act partners, especially local Workforce Investment Boards, One-Stops, Welfare to Work/TANF programs, and employers, to increase coordination and collaboration. Connecting adult learners with the world of work and opportunities for further educational and work related opportunities enhances the program's ability to help learners achieve their goals. It also provides employers with qualified prospective workers and the economy with families better able to move out of poverty. MSDE should work with local providers to ensure the adoption of promising practices in career planning, curriculum, and transition support. Participation of local adult education administrators on local youth councils should be increased to connect adult education programs to planning for dropout recovery and out-of-school youth career and employment programs. MSDE should develop a strategy, in collaboration with the Department of Labor Licensing and Regulation, Department of Business and Economic Development, and local program providers, to partner with employers and labor to provide education in the workplace.

Recommendation 3:

ENHANCE ACCOUNTABILITY TO INCREASE THE RETURN ON PRESENT AND FUTURE INVESTMENTS

FINDINGS

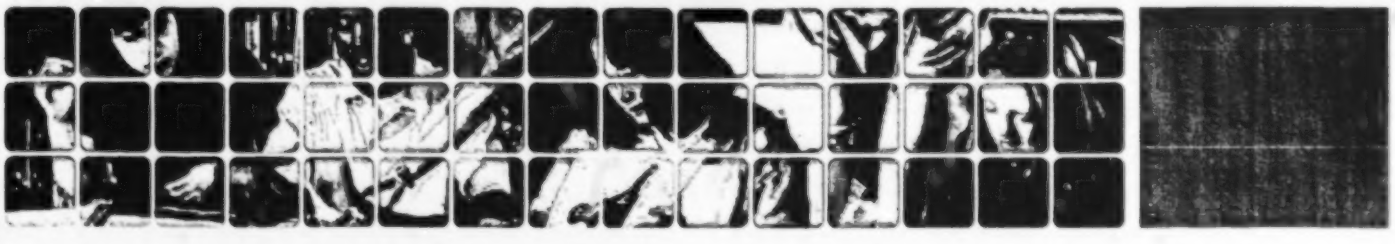
The population in need of services is diverse. It includes those without a high school diploma and those who do not speak English well or at all.

Having valid and significant data at the state and county level is essential to public planning. There is an opportunity to attain such data through the National Assessment of Adult Literacy (NAAL).

The NAAL, a national survey of the literacy abilities of adults, conducted by the National Center for Education Statistics is planned for 2002. Through an in-person interview and literacy assessment, it will describe the status of literacy in the nation and states. It will inform policymakers and educators about the factors believed to play critical roles in the development of adult literacy abilities and the use of literacy skills in workplace, family, and community settings. Knowledge about the roles, relationships, and impacts of such factors will help improve educational practices and programs. A state level report will provide Maryland with an exceptional planning and evaluation tool that will have valid national comparisons and data at the state and county levels.

Research indicates that adult education does provide a return on investment for students, their families, and the economy. Numerous studies have identified increased earnings for adult learners. In addition, families benefit from increased parental literacy; children increase their literacy activities, are better prepared for school, and value education more highly. The Conference Board and others cite employer benefits in productivity with increased worker skills.

Adult education is effective at the state level. Maryland enrolls 36,000 to 38,000 learners a year. Maryland has exceeded state and federal benchmarks in ten out of eleven performance indicators for FY00. Over 3,000 received a high school diploma. 78% of learners had increased test scores on post testing. 71% of enrollees advanced the equivalent of a grade level before leaving or were still enrolled. 30% became employed, 62% retained employment and 85 % were removed from public assistance. Additional investments can continue to improve the effectiveness.



The Task Force felt it was important that a body be charged with the regular review of the adult education program and identification of program improvements. Since the State Advisory Committee for Adult Education (STAC) is a widely representative group, they are well positioned to carry out this responsibility.

RECOMMENDATIONS

3.1 Ensure adequate funding for Maryland to participate in the National Assessment of Adult Literacy (NAAL) and obtain a state level report.

The Governor and General Assembly should ensure adequate funding for a state level report of the NAAL to provide a representative sample for accurate data for state and county level planning and strategic investment. A state level report will provide the detail on Maryland residents to help guide policy and better pinpoint strategic interventions. The information on workforce and family issues will also be useful to other state, local, and non-profit partner agencies, such as Local Workforce Investment Boards, the Departments of Human Resources, Business and Economic Development, etc. The data can also provide a baseline against which to measure future state progress in improving adult literacy.

3.2 Publish an annual report on the Adult Education Program

Charge MSDE with publishing an annual report for the Governor and the General Assembly. It should report on the progress in implementing the recommendations of the Task Force and on the success in achieving the Performance Measures established by the National Reporting System as part of the Workforce Investment Act. With additional investments in adult education targeted to improve results, it is important to track the effect of the investments and to report on the impact on student learning. MSDE and the General Assembly should use the report to engage the public by increasing the awareness of the value of adult education and by promoting partnerships with business, government, and community stakeholders.

35%
of adult education students are out of school youth age 16 - 24

3.3 Conduct a Three Year Review of the Adult Education Program, Including Funding And Results

Charge the STAC to conduct a three-year review of progress of adult education, its funding and results. They should make recommendations for continuous improvement to the State Superintendent of Schools, the Governor's Workforce Investment Board, the Governor, and the General Assembly.

Recommendation 4:

IMPROVE SERVICES FOR THE INCARCERATED AND PROBATIONERS

FINDINGS - CORRECTIONAL EDUCATION

It is clear that providing educational services to inmates in state correctional facilities is an economic benefit to the state and an investment in the health of Maryland families.

Maryland law mandates school for inmates who do not have a high school diploma and have at least 18 months to serve. Over 2,000 inmates were on waiting lists on September 15, 2000. Given the waiting lists for classes, most of them will not attend school during their incarceration.

The average inmate has at least two school age children. This means that more than 48,000 public school students in Maryland have one or both parents incarcerated.

Research has shown a 19% drop in recidivism for Maryland inmates who participated in education during incarceration. Inmates who participate in education commit fewer crimes after release, are more likely to find work after release, and behave better while incarcerated.

The state invests about $12,000,000 in prison education while the drop in recidivism saves about $24,000,000. That means for every dollar invested the state gets two dollars in return. Investment in Correctional education can result in savings in state expenditures by avoiding subsequent incarcerations.

RECOMMENDATION - CORRECTIONAL EDUCATION

4.1 Fund correctional education at a level to meet the mandate of state law requiring services.

A first step toward this goal is to fully fund the MSDE FY 03 Budget request to Reduce Waiting Lists in Correctional Education by placing 42.5 state certified teachers in state positions to fill vacant classrooms. (Also see Recommendation 1.2)

FINDINGS - SERVICES TO PROBATIONERS

The Task Force reviewed the recommendations of a special workgroup that studied the need of probationers for adult education services, the current system capacity, and national and state models. The workgroup found that although there is projected to be an extensive need with 50,000 probationers and an estimated 65% to 85% have literacy needs including a lack of a high school diploma. The need would overwhelm the adult education system, which currently serves 36,000 to 38,000 annually. The probation system currently has a need for more agents to supervise probationers; requiring adult education services would exacerbate the system problems. Judges prefer to impose other conditions of probation such as enrolling in substance abuse.

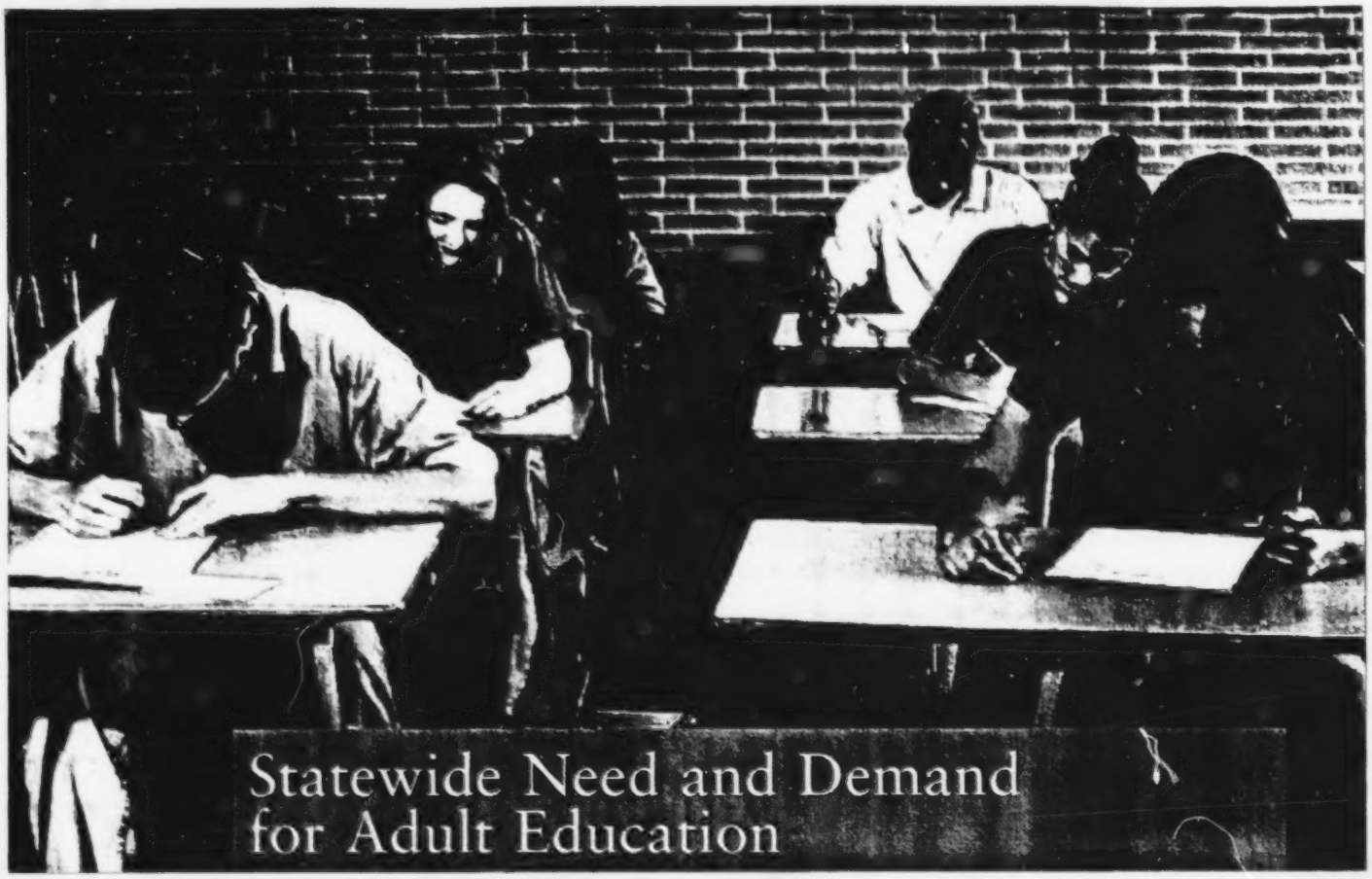
National and state model programs have been developed to serve this population. The LEARN program in Arizona and Proactive Community Supervision (PCS) and YES programs underway in Baltimore may provide solutions. The Baltimore programs will have extensive evaluation results available for review in 2002. Further planning should involve a review of their results. In the interim, some professional development steps need to be taken to increase the awareness of the systems and issues affecting adult education and the probation system.

RECOMMENDATION - SERVICES TO PROBATIONERS

4.2 Develop A Pilot Program Targeted to Probationers

Charge the Maryland State Department of Education and the Department of Corrections to review the recommendations and evaluation of the Proactive Community Supervision (PCS) and YES programs currently underway in Baltimore. Using the evaluation results, they should report back to the General Assembly on the feasibility of a pilot program and, if indicated, request funding to implement a pilot program. It would serve Baltimore probationers using the results of the PCS program and the LEARN national model.

In the interim, the two agencies should provide the judicial system with information about adult education services through the publication *Justice Matters* and the Judicial Institute.



Statewide Need and Demand for Adult Education

National Education Goal 6: Every adult American will be literate and will possess the knowledge and skills to compete in a global economy and exercise the rights and responsibilities of citizenship.

What Do Adults Need to Know And Be Able To Do?

The new knowledge based economy requires workers with high levels of education and skills. Today's workforce skills are highly cognitive in contrast to manual skills in the agricultural era or mechanical skills in the industrial era. In the 21st century, adult literacy means the ability to:

- perform basic skills of reading, writing and computation
- reason, solve problems, and think critically, including forming and solving hypotheses
- communicate effectively, in oral and written language
- work effectively with others from different backgrounds
- use and adapt to changing technologies, including personal computers.

Harvard's Richard Murname and MIT's Frank Levy contend in *Teaching the New Basic Skills* that individuals must be able to read and use math at the ninth grade level or higher to secure a middle class job in today's economy. To be successful today, workers need solid skills and a minimum educational credential of a high school diploma to put their foot on the first rung of every career ladder and to open the door to employment.

In addition to their role as workers, today's adult learners have identified two other roles that impel them to ensure that they have the academic skills to succeed. As described in the National Institute for Literacy's publication, *Equipped for the Future*, adults value their roles as parents and family members as well as citizens and community members. The skills they acquire are developed in the context of the various roles adults want and need to perform.

Why Are Basic Skills Important?

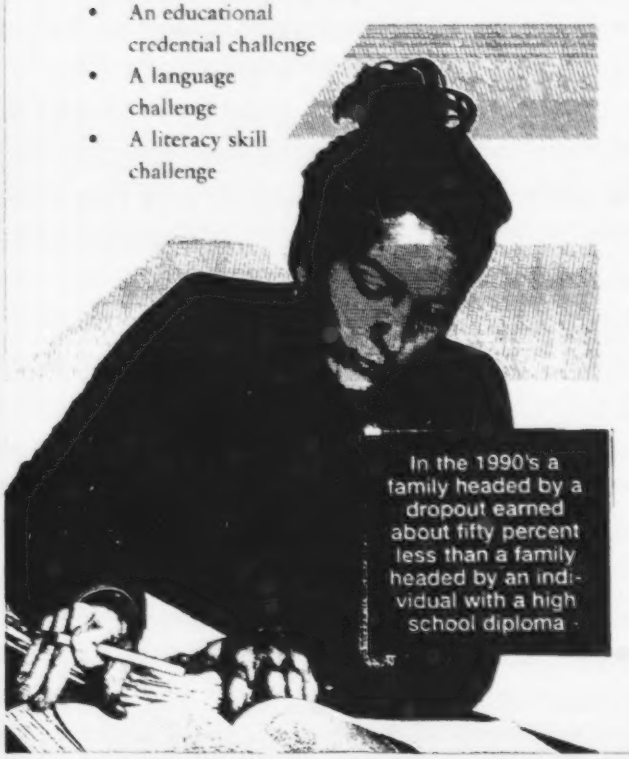
Basic skills provide a foundation for addressing the problems and opportunities that confront us. The need to apply basic skills to changing situations doesn't always require more skills, but does require a higher level of fluency, speed, and accuracy. To reach income levels adequate to support a family, individuals need to obtain both educational credentials and high levels of basic skills. Low skill jobs are disappearing, and employers expect higher skills even in lower wage jobs. Basic skills are also the essential stepping stones to reach post secondary education and training.

As described in MassINC's report, *New Skills for a New Economy*, people with limited skills are falling further behind and are working harder just to keep pace. Individuals with low academic skills have little opportunity to share in Maryland's prosperity and present challenges as the state works toward a vision of One Maryland. Failure to address the skills gap in Maryland's residents will expand the divide between the "haves" and the "have nots". The skills gap is no longer an individual problem, but one that has major social and economic consequences for employers, government, schools, and families.

The Three Challenges

Today, Maryland is presented with three major challenges in adult education:

- An educational credential challenge
- A language challenge
- A literacy skill challenge



In the 1990's a family headed by a dropout earned about fifty percent less than a family headed by an individual with a high school diploma

THE EDUCATIONAL CREDENTIAL CHALLENGE

Individuals who leave school without a high school diploma pay a substantial penalty throughout their lives, and their families pay a high price as well. Although Maryland has worked hard to achieve the lowest dropout rate in the country, there are still too many residents without this essential passport to an economically viable future. The 2000 Census records 613,640 adults over 18 without a diploma in Maryland. This represents 16% of the adult population.

The *MSDE Fact Books* from 1990 through 1999 record an average of 10,000 dropouts each year. These dropouts are generally in the 16 to 18 year old age group. When considering the out of school youth population in conjunction with those 18 years old and above, the number of residents with an educational credential challenge is estimated to be even higher than the Census data would indicate.

The lack of a high school diploma has serious economic consequences. Jobs for workers without a high school diploma have largely disappeared from the economy in Maryland. Even housekeeping staff at Johns Hopkins Hospital, the largest employer in Baltimore, must have a diploma to become employed.

Dropouts are the most vulnerable of workers. They are the most likely to be laid off in an economic downturn and the most likely to remain unemployed when their unemployment benefits expire. MSDE's *Report on the Task Force on Dropout Prevention, Intervention, and Recovery* indicates that over 50% of Maryland's current public assistance clients were dropouts and that only 11% of dropouts were able to find a full time job paying more than a poverty wage.

As reported by the MSDE Task Force on Dropout Prevention, Intervention, and Recovery, dropping out has a serious impact on families. In the 1990's a family headed by a dropout earned about fifty percent less than a family headed by an individual with a high school diploma. Children and siblings of dropouts are at high risk of becoming dropouts.

In addition to the barriers imposed by the lack of a high school credential, many dropouts also have low skill levels. Tuijnman, in *Benchmarking Adult Literacy in America* found that the mean literacy score of high school dropouts in the United States is among the lowest of the countries studied, with only Slovenia and Chile scoring significantly lower.

THE LANGUAGE CHALLENGE

Mina - Howard County Community College - Adult Education ESL Program

My name is Mina. I'm from Morocco. I speak French and Arabic. I'm married. I have been in the United States for twenty months.

I was a nurse in the operating room for eighteen years in my country. I had to do many important things for my job such as setting up the instruments for the surgery, positioning and preparing the patients, handing the instruments to the surgeon and suturing the incision at the end of the operation. I was the head nurse, so I delegated work to the other employees. I was the administrator for anesthesia, neurology, ophthalmology, orthopedics and E.N.T. Also, I was in charge of the clinic Rachidi, which took care of the outpatients. I like helping my patients recover. The surgeon that I worked with told me that I was his right arm, which made me feel needed. I miss my colleagues and my important work.

I came to America after I got married to my husband. I started studying English at Howard Community College. I began taking beginning English classes at the college in the fall of 2000 and progressed to the Intermediate level by the summer of 2001 and this semester, I'm taking the Intermediate/Advance level classes. I began part-time with two classes per semester and now I'm a full-time student with five classes, which are Intermediate Grammar, Pronunciation Improvement, Intermediate Writing, Listening & Speaking for Intermediates and Comprehensive Advanced II. I have never studied English before I came to America. All the English I know now is what I have learned at the college. Although I'm not perfect, my English has progressed so much that I'm able to address all of you in English! The teachers tell me that I have made tremendous progress.

I'm taking many classes now because I want to take a test for nursing this November so that I can start nursing in January. In the meanwhile, I'm volunteering at the Howard County General Hospital in the operating room.

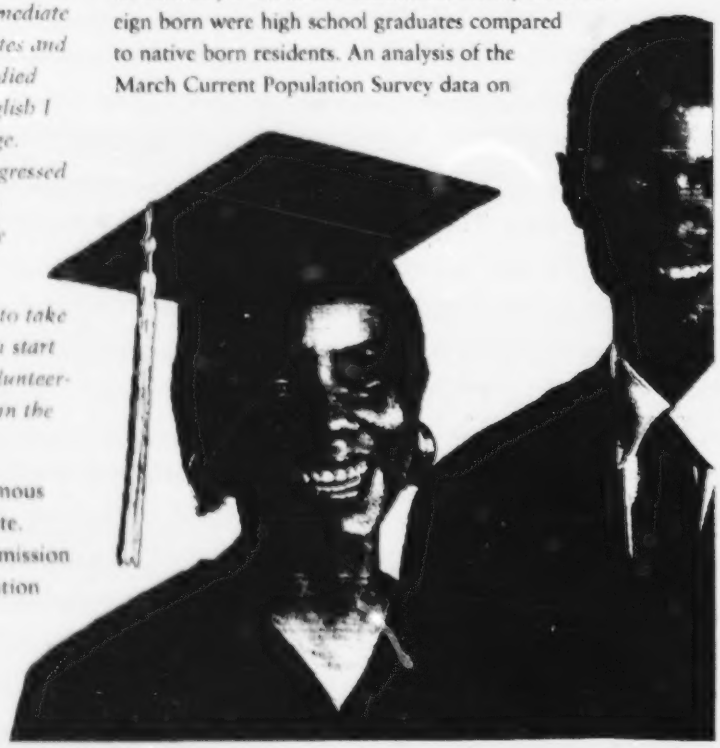
The language challenge is driven by the enormous increase in recent immigrants entering the state. Maryland ranked tenth of the 50 states in admission of documented immigrants based on Immigration and Naturalization Services (INS) data for 1990 through 1998. According to The World is a Zip Code by the Brookings Institute, the Washington Metropolitan area is now the 5th most common destination for legal immigrants to the US.

In 2000, Maryland's foreign-born population reached 530,417, which represents 10% of the state's residents. According to the Census 2000 Supplementary Survey (Maryland Department of Planning), nearly 254,600 (48%) entered Maryland between 1990 and 2000. It is precisely these recent arrivals that are the most in need of ESL services.

The new Marylanders are diverse in country of origin and native language. Of the 179 countries of origin, the leading countries include China, India, Russia/Former Soviet Union, El Salvador, Philippines, Korea, and Nigeria. Our foreign born population speak 83 different languages.

There is also great diversity in the level of education from their native countries. Nationally, the foreign-born, aged 25 and over, were as likely as native born to be college graduates (nearly 26%). At the higher end of education scale, 10.7% of immigrants hold graduate or professional degrees compared to 9.3% of native born residents. (*Immigrants in the US – 2000* by the Center for Immigration Studies) These educated people bring many skills needed in Maryland but must have sufficient English proficiency to use their skills in the workplace.

In contrast, at the lower educational levels, fewer foreign born were high school graduates compared to native born residents. An analysis of the March Current Population Survey data on

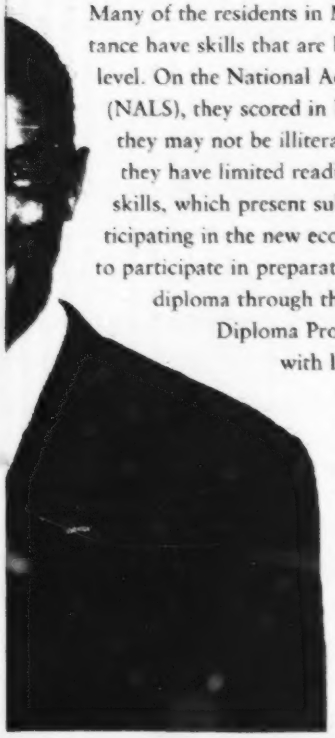


the educational attainment of the immigrant population over the age of 16 reveals that 36 percent of new immigrant arrivals lack a high school certificate or a GED certificate. (*Building a Level Playing Field.* Comings, Reder, and Sum. 2001) Albert Tuijnman reports in *Benchmarking Adult Literacy in America* that more than half (64%) of the immigrant population that primarily speaks a language other than English performs at the lowest literacy level on literacy assessments administered in English. Thus, the challenge in Maryland is often to provide English speaking skills and basic literacy for those who have limited schooling in their native country.

In Maryland, nearly 107,000 foreign-born are identified as speaking English "not well" or "not at all" (Census 2000 Supplemental Survey, April 2001). The Immigration and Naturalization Service's *Statistical Yearbook* for 1998 reports 12.7% of the population of Maryland (ages 5 and above) speak another language at home. In Montgomery County Public Schools, Dr. Ray Bryant reports the United States is the country of birth for the majority of ESL students they enroll.

In addition, more than one-fifth of the foreign born had less than a 9th grade education (22.2%) compared to only 4.7% of native population. (*Foreign Born Population in the US*, March 2000, Census Bureau)

LITERACY SKILLS CHALLENGE



Many of the residents in Maryland who need assistance have skills that are below the secondary school level. On the National Adult Literacy Survey (NALS), they scored in Level 1 or Level 2. While they may not be illiterate in the traditional sense, they have limited reading, math, and analytical skills, which present substantial barriers to participating in the new economy. They are not ready to participate in preparation for a high school diploma through the GED or External Diploma Program. In addition, parents with literacy skills at this level will not be able to provide the support for literacy activities in the home that are essential to the development of successful literacy skills in their children.

According to the NALS a surprisingly high (20%) percent of individuals are at this level in Maryland. This means that their skills range from an inability to read and write up to the equivalent of middle school. Individuals with low literacy skills may require extended instruction to improve their skills.

20%

of the Maryland population functions at the lowest literacy level

Low literacy skills present a particular challenge in Maryland with its burgeoning high tech economy. One of the centers of the medical biotech industry in Maryland is the Baltimore area. Baltimore City has 38% of its residents with Level 1 literacy skills; this is the highest percentage in the state. Other areas of the state targeted for economic development with One Maryland and other efforts have some of the highest percentages in the lowest literacy levels.

Level 1 Literacy Percentages by Jurisdiction
with adult populations of at least 5,000

Counties	Adult Population at Level 1 Literacy
Allegany County	12%
Anne Arundel County	14%
Baltimore City	38%
Baltimore County	16%
Calvert County	14%
Caroline County	20%
Carroll County	10%
Cecil County	14%
Charles County	14%
Dorchester County	26%
Frederick County	10%
Garrett County	16%
Harford County	12%
Howard County	11%
Kent County	22%
Montgomery County	14%
Prince George's County*	26%
Queen Anne's County	15%
Somerset County	33%
St. Mary's County	15%
Talbot County	19%
Washington County	17%
Wicomico County	21%
Worcester County	21%

*This particular synthetic estimate has a 95% confidence interval larger than + or – 5 points, and should be used with corresponding caution.
Source: The State of Literacy in America, National Institute for Literacy, 1998.

It is encouraging that thousands of these individuals are motivated to participate in education programs. In FY 00, more than 16,000 of the enrollments in adult education were by individuals with literacy skills at this level. Maryland learned from the external evaluation of workplace education programs conducted by the University of Maryland as part of Project LEAP that many individuals with low literacy skills may eventual-

ly acquire a diploma and certainly could significantly increase their skills. Often it required several years and periods of enrollment interspersed with periods when students were not able to continue their education. A challenge for Maryland and the adult education system is not only how to maximize the periods of instruction, but also how to make it easier for students to remain enrolled or continue their education when they are unable to come to class. Moving instruction to the workplace in partnership with employers can increase enrollment of these individuals since close to 40% of adult education enrollees are working.

How Great is the Need For Adult Education & Literacy in Maryland?

Between three-quarters and one million adults over the age of 16 in the state are in need of adult education services. While the specific number may vary somewhat according to the planning assumptions and data set used, it is clear that it is between 700,000 and 900,000 residents of Maryland. This is a substantial number of adults who are in the prime working and parenting years. The primary sources of data used in this report to estimate the need in Maryland include the Census Bureau, the National Assessment of Adult Literacy, the Immigration and Naturalization Services, and the MSDE Fact Books.

Based on the National Adult Literacy Survey, 20% of the Maryland population functions at the lowest literacy level. This means that they cannot perform basic literacy tasks. When compared to other states, Maryland is one of sixteen states with the lowest literacy levels. In Maryland, the percentage of the population functioning at literacy Level 1 varies across the jurisdictions, which may be as low as 10% in Carroll County or as high as 38% in Baltimore City. While the universe in need is between 700,000 and 900,000, the Task Force has continued to refine the estimate of those who are primary candidates for participation in instruction. Developing estimates is challenging since the 2000 Census data has not yet been fully reported. For example, data on adults without a high school diploma has been reported for the state and some, but not all counties. Developing a reasonable estimate is complex and is dependent on the decision about which groups to include and which to exclude. The Task Force estimate for the education credential challenge has been refined to exclude dropouts over the age 65 and individuals whose literacy skills are too low to be candidates for instruction for a diploma. It includes recent dropouts ages 16 to 18. The estimate for foreign born individuals excludes those enrolled in K - 12 and includes those who were identified as speaking English "not well" or "not at all".

Potential Candidates for Adult Education

Education Credential Challenge	
Population in Need of a high school credential	514,912
Language Challenge	
Foreign Born with limited English Speaking skills	86,000
Literacy Skills Challenge	
Level 1 or 2 literacy skills (20% of the population)	128,728
Total	729,640

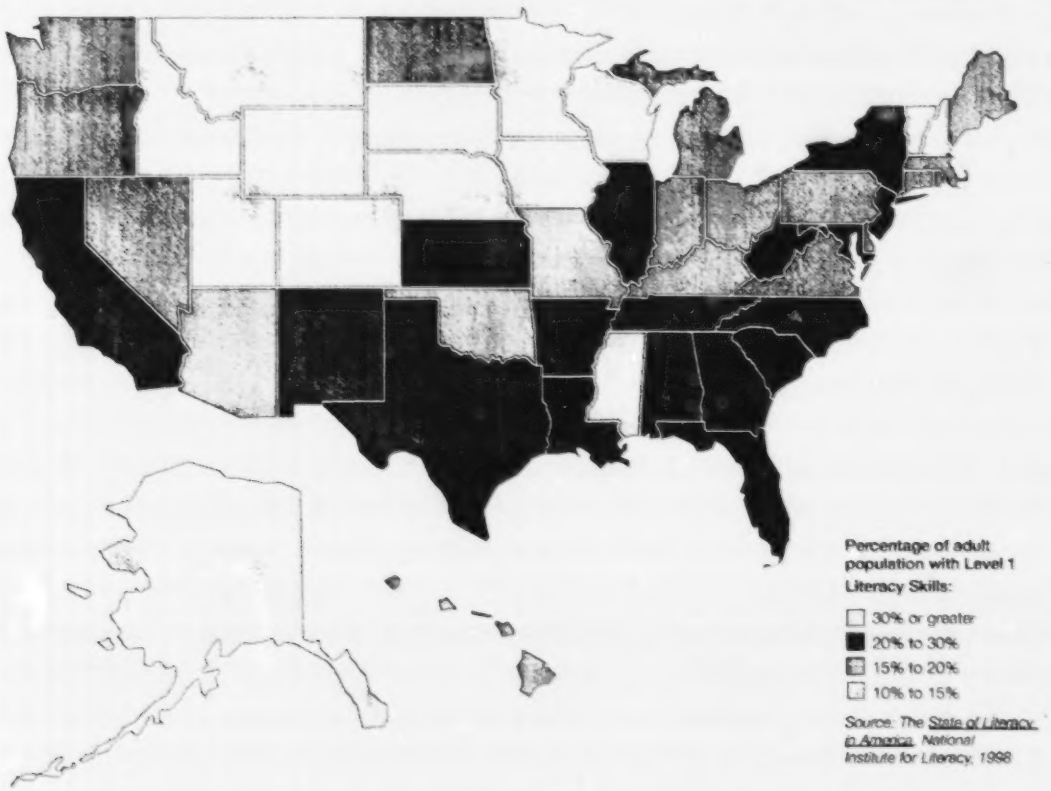
Future Identification of the Need

The National Assessment of Adult Literacy (NAAL), planned for 2002, is the next national survey of the literacy abilities of adults. Conducted by the National Center for Education Statistics, it will sample the non-institutionalized population ages 16 and older who are living in households in the United States. The NAAL will describe the status of literacy in the nation and states. It will provide information for policymakers and educators about the factors believed to play critical roles in the development of adult literacy abilities and the use of literacy skills in workplace, family, and community settings. Knowledge about the roles, relationships, and

impacts of these factors will help improve educational practices and programs.

The NAAL is an in-person household survey that includes an assessment of English-language literacy skills and a computer-assisted personal interview to collect background information. The literacy assessment measures the ability to use printed or written materials to perform prose, document, or quantitative tasks that simulate real-life experiences. The background questionnaire will identify key population subgroups, by age, gender, race and ethnic group, and language minority. It will address issues related to disabilities, health, English as a second language, education, employment, and other literacy-related activities. Data from the NAAL 2002 will provide accurate estimates of the current distribution of literacy abilities for the nation at large and will help policymakers target resources to address literacy. If a Maryland study is conducted in conjunction with the national study, it will provide a level of detail essential for strategic planning and investment in the state.

State of Literacy in America
Level 1 Literacy Rates by State



Source: *The State of Literacy in America*, National Institute for Literacy, 1998

"The Washington Metropolitan Area is now the 5th most common destination for legal immigrants to the U.S."

– *The World in a Zip Code*, Brookings Institute 2001

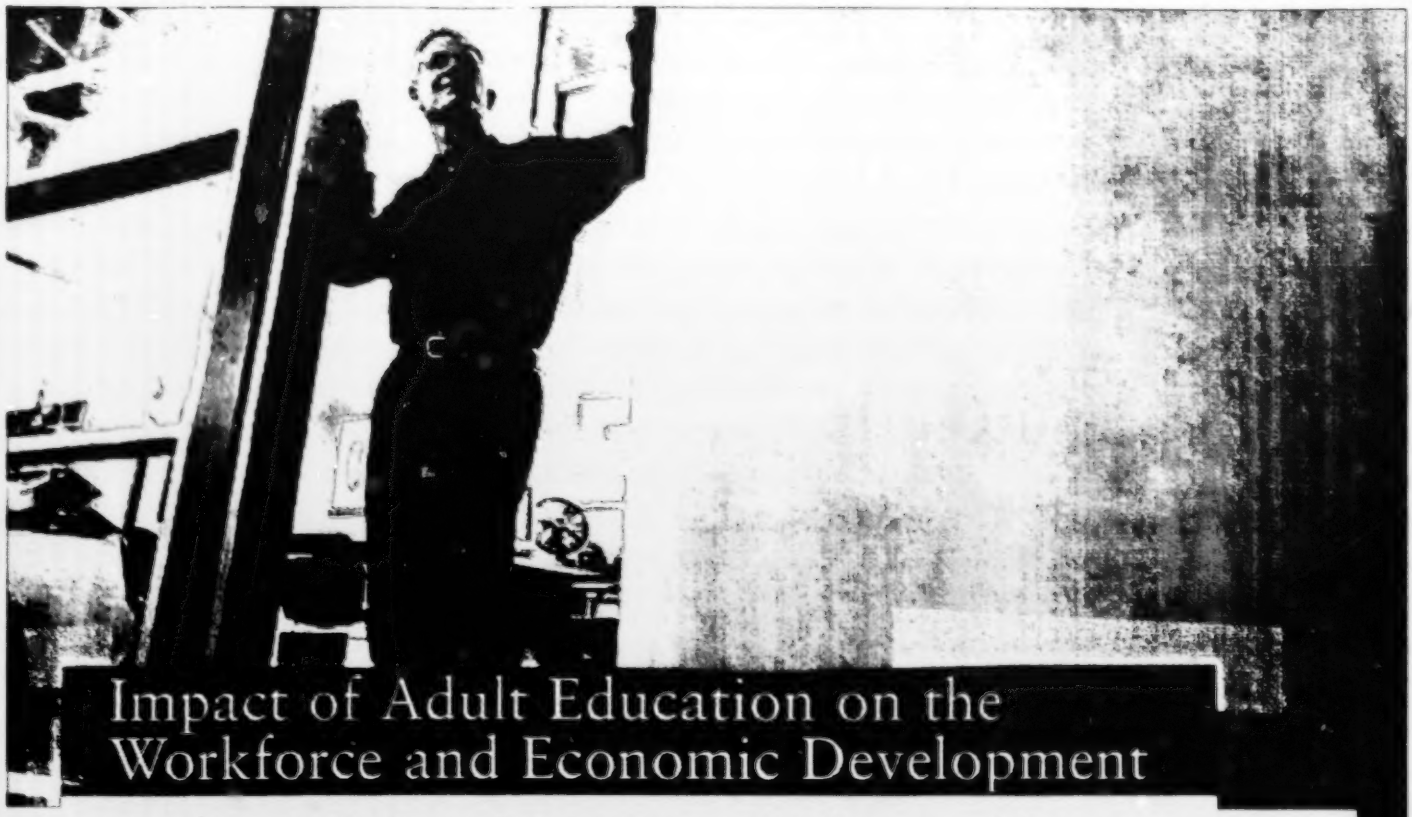
Measures of Skill in the National Adult Literacy Survey

Adapted from the *National Adult Literacy Survey* 1992

Prose:	Document:	Quantitative:
Can read short text to locate a single piece of information that is identical to the question.	**Can locate a piece of information based on a literal match between the task and the document or enter personal knowledge onto a document.**	**Can perform a single, simple arithmetic operation such as addition. The numbers used are provided and the operation to be performed is specified.**
Examples: Identify a country in a short article; locate 1 piece of information in a sports article.	*Examples: Locate the time of a meeting on a form; use a pie graph to locate the type of vehicle having specific sales.*	*Example: Total a bank deposit entry.*
	Level 1	
Prose:	**Document:**	**Quantitative:**
Can locate a single piece of information when there is distracting information, and can contrast or compare 2 or more pieces of information.	**Can match a single piece of information, with distraction information present, requiring little inference, and can integrate information from several parts of the document.**	**Can perform a single arithmetic operation using numbers that are given in the task or easily located in the material. The arithmetic operation is either described or easily determined from the format of the materials.**
Example: Underline the meaning of a term in a government brochure; interpret instructions from an appliance warranty.	*Examples: Locate an intersection on a street map; enter background information on a social security card application.*	*Examples: Calculate postage and fees for certified mail; determine the difference in price between tickets for two shows.*
	Level 2	
Prose:	**Document:**	**Quantitative:**
Can match information in the text and in the task when low-level inferences are required, integrate information from dense or lengthy text, and generate a response based on information easily identifiable in the text.	**Can integrate several pieces of information from one or several documents and deal with complex tables or graphs containing information that is irrelevant to the task.**	**Can perform tasks where two or more numbers are needed to solve the problem and they must be found in the material. The operation(s) needed can be determined from the arithmetic relation terms used in the question or directive.**
Examples: Write a letter explaining an error on a credit card bill; read a news article and identify a sentence that provides interpretation of a situation.	*Examples: Enter information into an automobile maintenance form; identify information from a bar graph depicting source of energy and year.*	*Examples: Use a calculator to calculate the difference between the regular and sale price; calculate the miles per gallon from information on a mileage record chart.*
	Level 3	

"The rung of a ladder was never meant to rest upon, but only to hold a man's foot long enough to enable him to put the other somewhat higher."

~ Thomas Henry Huxley



Impact of Adult Education on the Workforce and Economic Development

There is a very high correlation between adult literacy and factors which contribute to a strong economy. Employment, wage levels, and poverty are each affected by literacy skills. In addition, Maryland employers identify a need for basic skills in their employees. Research has shown that improving employees' basic skills creates an economic benefit for employers as well as workers and their families.

Michael - South Baltimore Learning Center (SBLC), Adult Education Program

My name is Michael Matthews and I would like to thank you all and for helping to make this opportunity possible. I would like to start off by revealing a little bit about myself - how it was for me then and how it is now.

I grew up in a southwest Baltimore Community called Cherry Hill living in a single parent household under my mother's rules. As far back as I could remember I started out at St. Veronica's Headstart, in which I felt I had a head start because my mother worked there at that time. So I didn't have to worry or feel detached. Later I attended school #164, Arundel Elementary. In the 1st and 2nd grades my mother was very involved in my education. I received E's & G's. Around the 3rd grade, more important to me than good grades, was looking good and being liked. By the time I was in 4th grade I received my first unsatisfactory on my report card. However I remember walking across that schoolyard that day, contemplating whether or not I wanted to change and I did. In Grade 5, I received honor roll achievements and became runner up in the Citywide Dramatic Reading Contest. I was accepted to citywide public schools. By the end of the summer I had convinced my mother to allow me to go to Cherry-Hill Middle School #180 in which they had a pretty cool advanced academics program that I wanted to be involved in. While I attending that school my whole life changed. I was in the bathrooms more than in class. All of my so-called friends were there. I finally completed the 7th grade after repeating it from age 12 to aged 15. I also need to add that my life at home between my mother and I had also digressed poorly. So I moved with my Aunt. There I attended Hamilton Middle and was skipped to the 8th grade. I was once again accepted to citywide high schools. By this point in my life I

had reached my goal of age 16 – the legal age to drop out. No more truancy officers harassing me.

By the age of 22 I had became a real rebel. I was also the proud father of 3. I had to work full time to pay off child support. God, how I wish I had known half of the things then that I realize now.

Through God's grace and mercy I found myself living at the South Baltimore Homeless Shelter. One evening, a young lady came in and gave a very inspiring presentation and invited us to the SBLC. There I met the SBLC staff. I didn't do much socializing with the learners because of my over bearing vigilance. I attended summer classes from 4/99 to 7/99. In August of 99 I took my G.E.D. test and passed. I believe I had scored 249. Just like on our commercial, this has raised me to a local celebrity status in Cherry-Hill.

Maryland invested **$45** per adult education student in FY00

Now I have finished 2 years of national service through Americorps at the Coalition to End Childhood Lead Poisoning and have received $10,000 towards my education. I have been promoted to a supervisor and was hired on staff as of Sept. 4th. I have plans to start school next year.

Employment

The *Maryland State of the Workforce Report 2001* by RESI Research & Governor's Workforce Investment Board, projected that between 2000 and 2020, Maryland's labor force will gain roughly 90,000 persons, and, over the same period, experience an increase of 138,600 jobs. This is consistent with national reports which predict shortages of workers, especially those with the skills employers need. Between 1995 and 1998, the number of companies reporting skilled worker shortages almost doubled from 27% to more than 47% as reported at the National Institute for Literacy's Adult Literacy Forum for the 107th Congress. While the September 11 tragedy and the current recession may have temporarily changed this picture, it has only exacerbated the challenge for workers with literacy needs by putting workers with more competitive skills in the marketplace.

Educational attainment, especially attainment of an educational credential, is one of the most important influences on economic well being. According to the US Department of Commerce's *Educational Attainment in the United States*, among employed people, 89.3 percent completed a high school diploma. Prospects for individuals with less than a diploma are not good. In general, unemployment rates among labor force participants who scored in Level 1 on the National Assessment of Adult Literacy were four to seven times higher than those of participants in the highest literacy level according to *Literacy in the Labor Force* by Andrew Sum.

Adults living in the United States who are not fluent and literate in English are primarily the immigrants who arrived after age 12 with little or no formal education. They face extra challenges in employment, as reported by Greenberg, Macias, Rhodes, and Chan in the US Department of *Education's English Literacy and Language Minorities in the United States*. They are less likely to be employed, and when employed they earn lower wages than individuals who are fluent and literate in English.

Wages and Poverty

There is a high degree of literacy inequality in the U.S., with large numbers of people at both the highest and lowest levels of literacy. This inequality in the distribution of literacy skills is strongly related to economic inequality as measured by income according to Albert Tuijnman in *Benchmarking Adult Literacy in America*. The National Adult Literacy Survey also indicates that nearly all subgroups of employees, including front-line workers have positive economic payoffs from higher literacy proficiencies.

In *Literacy in the Labor Force*, Andrew Sum found that literacy skills were strongly related to weekly and annual earnings overall and that literacy proficiencies of the employed were positively and strongly associated with their weekly and annual earnings. For individuals whose skill in understanding and using various kinds of text materials was at Level 1, the mean weekly earnings for full time workers was $355; for those at Level 3 skills it was $531.

The US Department of Commerce's *Educational Attainment in the United States* report for March 1997 found that earnings for over 18 year olds were progressively higher with higher education levels. Importantly, this is also true across all subgroups defined by gender and race. The wages for a high school graduate was $22,154, for a dropout it

was $15,011. This is a $7,143 difference in wages. The difference for males was $9,816; for females it was $5,740.

Literacy and employment are correlated in Maryland also. Counties with the highest unemployment rates are the same ones with the lowest literacy levels. Maryland counties with higher than average unemployment rates have higher than average high school non-completion rates as reported in the *Maryland State of the Workforce Report*.

Employers' Demand for Basic Skills

Both national and state employers say they have a need for increased basic skills in their workers. This is documented by The *American Management Association's Annual Survey Of Workplace Testing* which found thirty-six percent of job applicants tested by major U.S. firms in 1998 lacked the reading and math skills to do the job they sought. This is up from 23% in 1997 and 19% in 1996.

The top skills in demand by Maryland employers, as reported in the *Maryland State of the Workforce Report 2001* were fundamental: active listening, speaking, writing, and reading comprehension. These skills can provide entry into the workforce and the opportunity to develop additional skills necessary for upward mobility. One of the five conclusions of the GWIB Report was that basic skills were even more important than ever before in Maryland.

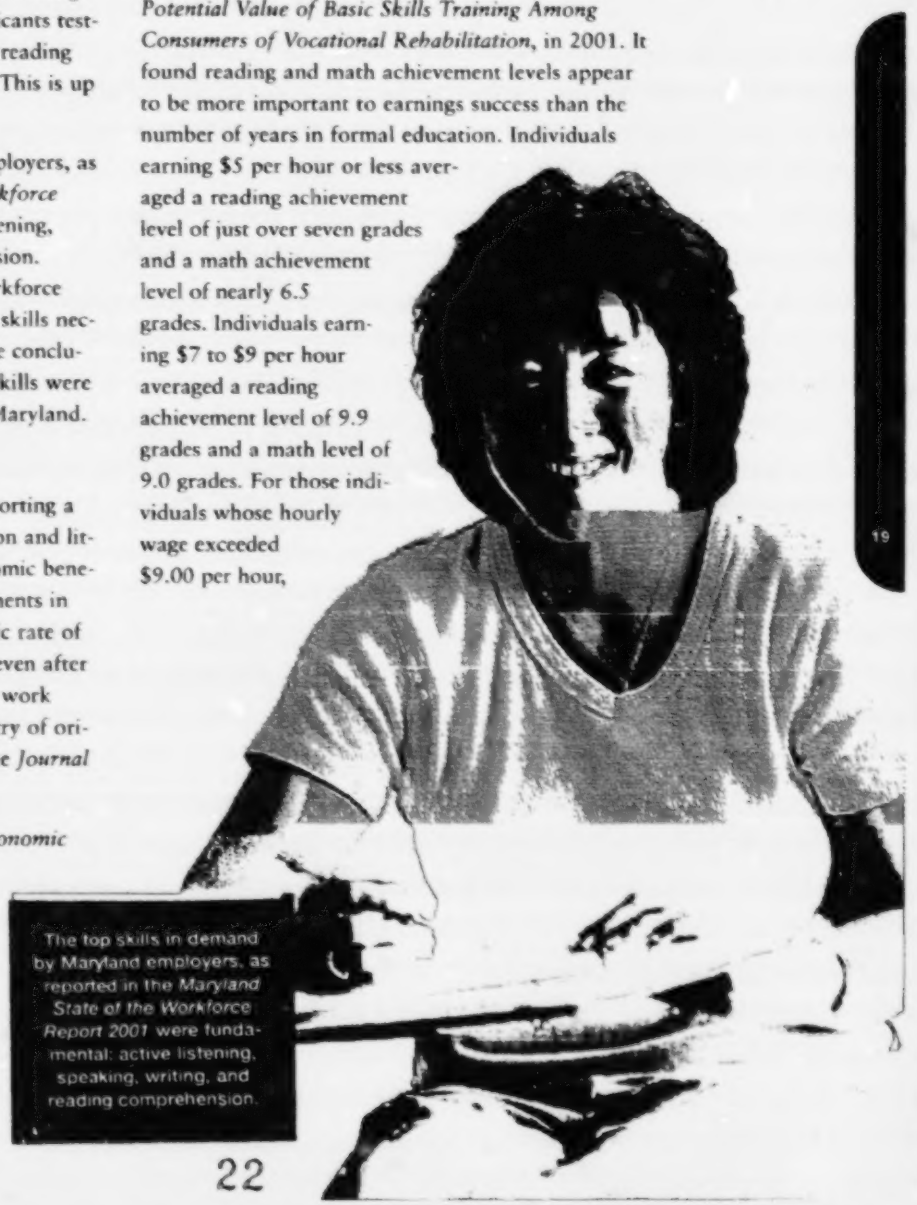
Return on Investment

There is a substantial body of research reporting a return on the investment for adult education and literacy. Research shows that there are economic benefits to improving employees' skills. Investments in intensive literacy training have an economic rate of return of 17 to 34% in the United States, even after considering initial educational attainment, work experience, geographic location, and country of origin according to Chiswick and Miller in the *Journal of Labor Economics*.

In the report *Turning Skills into Profit: Economic Benefits of Workplace Education Programs* by the Conference Board, employers overwhelmingly reported increased profits and other bottom line benefits when their employees gained basic skills that enabled them to work more effectively. Benefits reported included improved work quality, better team performance, reduced cycle time, improved capacity to cope with change and ability to use new technology, and a reduction in errors and waste.

There is a return on the investment in terms of increased earnings when literacy levels improve. In addition to the wage differential cited above in the Department of Commerce data between a high school dropout and those with a diploma, there are indications that there is an increase for subgroups also.

For individuals with a disability, literacy skills provide an important boost to earnings. The Rehabilitation Services Administration of the US Department of Education released a study, *The Potential Value of Basic Skills Training Among Consumers of Vocational Rehabilitation*, in 2001. It found reading and math achievement levels appear to be more important to earnings success than the number of years in formal education. Individuals earning $5 per hour or less averaged a reading achievement level of just over seven grades and a math achievement level of nearly 6.5 grades. Individuals earning $7 to $9 per hour averaged a reading achievement level of 9.9 grades and a math level of 9.0 grades. For those individuals whose hourly wage exceeded $9.00 per hour,



The top skills in demand by Maryland employers, as reported in the *Maryland State of the Workforce Report 2001* were fundamental: active listening, speaking, writing, and reading comprehension.

"Jobs will get them off welfare, but education will get them out of poverty."

Susan Greenblatt , Director of Technical Assistance for the Administration of Children and the Family, US Department of Health and Human Services

the levels of reading and math achievement are even higher: 10.3 and 9.9 grades respectively.

For the foreign born population, there is also an economic return in the form of higher wages when English language skills improve. Carliner reports in *Wages and Language Skills of U. S. Immigrants* for the National Bureau of Economic Research that 6 to 18% of the gap in earning between native and foreign born workers in the United States is attributable to differences in English proficiency. This is consistent with the findings of Comings, et. al. in the Massachusetts Institute for a New Commonwealth's *New Skills for a New Economy*. It reported that an immigrant with a Bachelor's degree who is fluent in English earns 2.5 times more than an immigrant with a Bachelor's degree who does not speak English. Increased English language skills also translated into increased earnings for individuals in *English Literacy and Language Minorities in the United States*. The average earnings of people who were not fluent in English were only $10,441 during 1992, approximately half the average earning of the total population. People who were bilingual had earnings almost identical to earnings of people who spoke only English.

"..... an immigrant with a Bachelor's degree who is fluent in English earns 2.5 times as much as an immigrant with a Bachelor's degree who does not speak English."

Adult Education & Literacy As A Prevention And Cost Recovery Strategy

There is evidence that improving literacy skills can prevent or reduce other costs to individuals, families and government, especially when investments are made in family literacy which can improve the literacy skills of the next generation as well as the adult family member. Adult education is also significant in reducing costs in public assistance, crime prevention and criminal justice, and health.

Better academic performance by children

The National Center for Family Literacy has published data to document the impact of family literacy in raising the literacy skills of both the child and the adult in intergenerational literacy programs. Improving the literacy skills of the parent has a substantial impact on the ability of the child to enter school prepared to succeed. *Reading Literacy in the United States: Findings from the IEA Reading Literacy Study*, by the U.S. Department of Education in 1996, reported on the substantial relationship between parent involvement and the reading comprehension levels of children. Where involvement is low, children scored an average of 46 points below the national average in reading, and where involvement is high, children scored 28 points above the national average-a gap of 74 points.

Literacy Skills for the Knowledge Society from the Organization for Economic Cooperation & Development (1997) found, in the United States, there were large differences in achievement between children whose parents have high and low levels of educational attainment. While there are many studies about the impact of a mother's literacy skills on the child's literacy development, this report also noted the impact of the father's literacy skills. The father's educational background had an impact on performance in prose literacy, even when the children received the same level of education. This was particularly noticeable if the father completed high school.

Public assistance & welfare

Several reports, including *Literacy Skills for the Knowledge Society*, document the over-representation of individuals at the lower levels of literacy in the population receiving public assistance. Improving literacy skills is one of the effective strategies for raising this population out of poverty.

Crime prevention & justice

Literacy is a factor in crime prevention. *Literacy Skills for the Knowledge Society* reports that prisoners are heavily over-represented at the lowest literacy level. The report found that 79% of 19 - 23 year olds on public assistance who were arrested in the previous year had lower than average basic skills. The recent OCE/CEA *Three State Recidivism Study*, which included Maryland, documented that the recidivism rate for educational participants is 19% lower than for inmates who did not participate in education while incarcerated.

Health

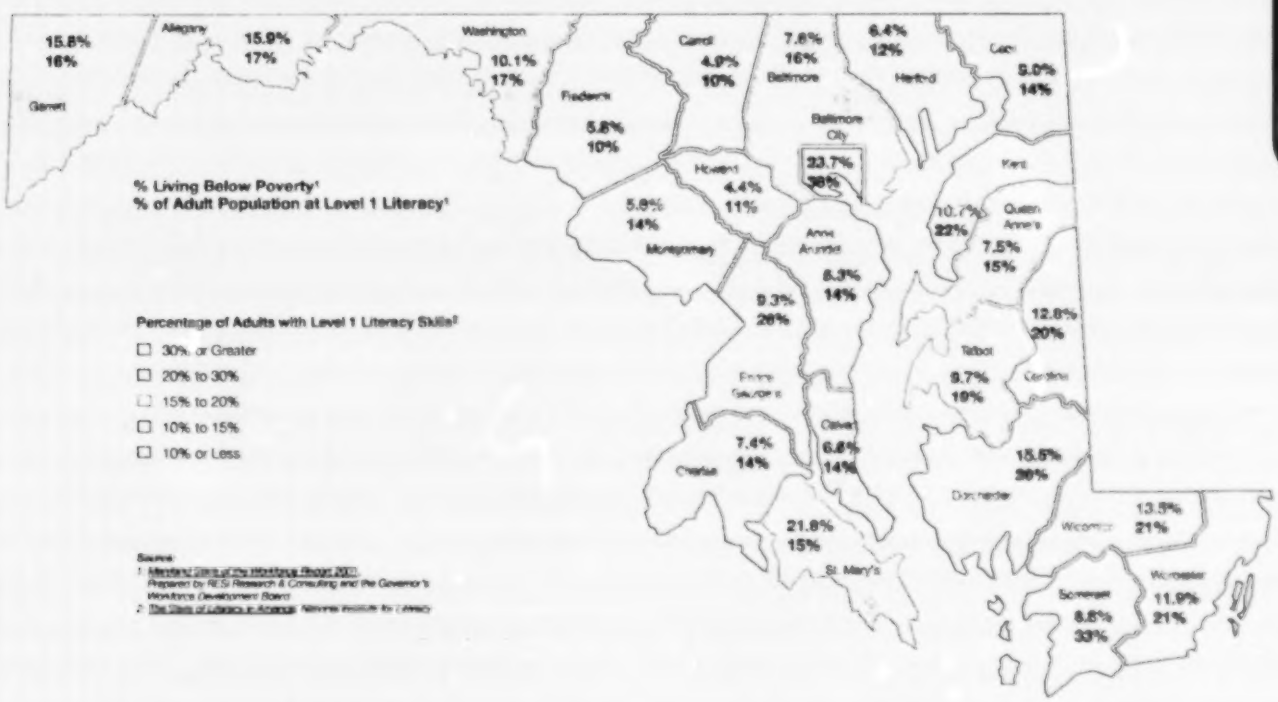
Literacy also has health policy implications. Low English literacy rates among poor Hispanic parents may keep their children from getting adequate health care according to the American Journal of Public Health (Nov. 2000). For example, the National Adult Literacy Survey reported that twenty percent (20%) of Americans, aged 45 - 65, perform at the lowest literacy level. This means, for example, that they may not be able to read instructions on a medicine bottle or complete a simple medical form.

Business and Labor Agree on the Solution

The Task Force heard from the business community and labor on what is needed to help residents improve their literacy skills. This included:

- Incentives for employers to provide on-site basic skills programs in collaboration with their local adult education and literacy provider
- Contextual basic skills instruction in the workplace
- Educate our employees about the importance of literacy.
- Commitment to giving all employees the opportunity to attain basic literacy levels.
- Support for family literacy to help prepare youngsters for success when they enter school and improve adult literacy.
- Access to space, computers, software and other learning materials for literacy programs.
- Financial support for literacy programs to make programs more widely available.
- Connecting adult learners to other career, employment, and education opportunities.

Percentage of Population Living Below Poverty



Sources:
1. Maryland State of the Workforce Report 2001. Prepared by RESI Research & Consulting and the Governor's Workforce Development Board
2. The State of Literacy in America. National Institute for Literacy

Existing Adult Education Services

The adult education services in Maryland consist of an array of services targeted to learners with distinct skill needs and goals. The services include high school diploma instruction and testing, English as a Second Language, basic skills, family literacy, workplace education, and correctional education.

High School Diploma Options – EDP, GED, High School Credit

Maryland offers three methods for adults to acquire a high school diploma:

- **Maryland Adult External High School Diploma Program (EDP)**- An alternative route to a diploma for adults over 18 years; adults demonstrate competencies at the high school graduate level in individual assessments before nationally certified assessors. Programs are operated in 15 jurisdictions and Baltimore City.
- **High School Credit** - Individuals age 16 and older, who are not enrolled in regular high school, may earn a high school diploma by completing high school credit classes offered in the evening.
- **GED** - Programs in each of the 24 jurisdictions provide instruction for adults for the five batteries of tests.

English as a Second Language

ESL programs provide instruction to non-native English speaking adults in every jurisdiction in the state. ESL classes, from the pre-literacy level to the advanced level, help learners develop speaking, listening, reading, writing and grammar skills to communicate effectively in English within their workplaces, communities and families.

Adult Basic Education Skills Instruction

Programs in all 24 local jurisdictions provide instruction to adults in basic skill areas, including reading, math, communication, computer literacy, and higher order thinking skills. Instruction is provided in a contextual and life skills approach and may integrate skills for job readiness and employment training. Instruction is self-paced and individualized or in small groups.

Family Literacy

Classes are designed for parents and children together and are provided by partnering adult education programs with individual local schools, or with Family Support Centers, Judy Hoyer Centers, Head Start, Early Head Start, Even Start, or Title I programs. Family Literacy is of sufficient duration to make sustainable changes in a family and integrates all of the following activities:

- age appropriate education to prepare children for success in school and life experiences,
- adult literacy and high school diploma preparation and training that leads to economic self sufficiency,
- interactive parent and child literacy activities, and
- training for parents in being the primary teacher for their children and full partner in the education of their children.

Literacy Tutoring

This teaching strategy is used for adults who have little or no formal education or who may have learning disabilities, or may be foreign born. It can also support classroom instruction. It is one on one or very small group instruction from a tutor who addresses specific learning needs. Instruction is based on specific diagnostic information and is learner driven for maximum learning to take place. Remedial instruction is provided for long term reading problems and specific learning disabilities. It can also provide help to meet short and long term goals.

Workplace Education

Workplace education provides contextual basic skill instruction to existing workers through business-education partnerships to enable workers, in need of more advanced skills, to maintain or advance in their jobs. Partners include Department of Labor, Licensing, and Regulation programs, One-Stop Centers, Local Workforce Investment Boards, Welfare to Work, and private employers. It may also help unemployed and underemployed adults develop essential skills, find a career path, obtain, and keep a job. Instruction is provided in each jurisdiction of the state.

Correctional Education

Correctional education is available in the nine major institutions of the Division of Correction, the Patuxent Institution, and within various sites of the Correctional Pre-release system, including the Occupation Skills Training Center in downtown Baltimore. Instruction is provided by certified teachers employed by MSDE, under the immediate supervision of an onsite Correctional Principal. State law requires most inmates who have not earned a high school credential to participate in education programs while incarcerated. Program goals include attainment of functional literacy skills, a high school diploma, or a certificate for an entry-level occupational education program.

GED Testing

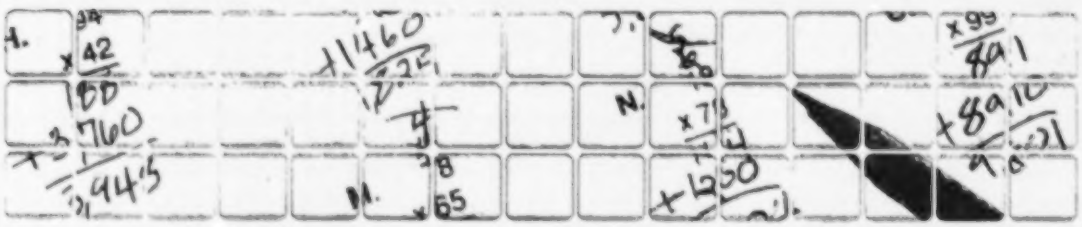
GED testing provides a national high school performance assessment for adults who did not finish high school. Adults who pass the assessment earn a Maryland high school diploma. The Tests cover five academic areas - writing skills, social studies, science, literature and the arts, and mathematics. Testing is held each month at various centers across the state. An application and scheduling fee are required.

Enrollments and Instructional Hours

To review services provided in particular jurisdictions, please refer to the following charts on Adult Education Enrollments for FY 00.

Adult Education Enrollments FY 00

Enrollments FY 00	36,173
Total served from FY 97 - FY 00	140,304
Annual Average Enrollments	35,076
Instructional Contact Hours FY 00	2,509,009
Annual Average Per Learner Instructional Hours FY 00	69



MARYLAND

Need	Number	Percent
Adults without a High School Diploma[1]	613,640	16%
Adults at the lowest literacy level[2]	746,488	20%
Learners Enrolled		
Adult Basic Education	16,494	46%
Adult Secondary Education	10,854	30%
English Speakers of Other Languages	8,825	24%
Total Enrollment	36,173	100%
Additional Individuals Tutored	1,563	

ALLEGANY COUNTY

Need	Number	Percent
Adults without a High School Diploma[1]	15,713	26%
Adults at the lowest literacy level[2]	10,174	17%
Learners Enrolled		
Adult Basic Education	214	67%
Adult Secondary Education	107	33%
English Speakers of Other Languages	0	0%
Total Enrollment	321	100%
Additional Individuals Tutored	0	

ANNE ARUNDEL COUNTY

Need	Number	Percent
Adults without a High School Diploma[1]	55,020	16%
Adults at the lowest literacy level[2]	46,676	14%
Learners Enrolled		
Adult Basic Education	1,454	56%
Adult Secondary Education	821	32%
English Speakers of Other Languages	303	12%
Total Enrollment	2,578	100%
Additional Individuals Tutored	52	

BALTIMORE CITY

Need	Number	Percent
Adults without a High School Diploma[1]	142,353	31%
Adults at the lowest literacy level[2]	217,726	38%
Learners Enrolled		
Adult Basic Education	2,405	66%
Adult Secondary Education	1,052	29%
English Speakers of Other Languages	165	5%
Total Enrollment	3,622	100%
Additional Individuals Tutored	182	

BALTIMORE COUNTY

Need	Number	Percent
Adults without a High School Diploma[1]	89,112	16%
Adults at the lowest literacy level[2]	88,969	16%
Learners Enrolled		
Adult Basic Education	1,136	31%
Adult Secondary Education	1,558	43%
English Speakers of Other Languages	923	26%
Total Enrollment	3,617	100%
Additional Individuals Tutored	101	

CALVERT COUNTY

Need	Number	Percent
Adults without a High School Diploma[1]	8,026	21%
Adults at the lowest literacy level[2]	5,351	14%
Learners Enrolled		
Adult Basic Education	166	43%
Adult Secondary Education	170	44%
English Speakers of Other Languages	52	13%
Total Enrollment	388	100%
Additional Individuals Tutored	0	

CAROLINE COUNTY

Need	Number	Percent
Adults without a High School Diploma[1]	6,622	32%
Adults at the lowest literacy level[2]	4,139	20%
Learners Enrolled		
Adult Basic Education	96	50%
Adult Secondary Education	36	19%
English Speakers of Other Languages	59	31%
Total Enrollment	191	100%
Additional Individuals Tutored	0	

CARROLL COUNTY

Need	Number	Percent
Adults without a High School Diploma[1]	18,804	20%
Adults at the lowest literacy level[2]	9,402	10%
Learners Enrolled		
Adult Basic Education	275	50%
Adult Secondary Education	163	30%
English Speakers of Other Languages	110	20%
Total Enrollment	548	100%
Additional Individuals Tutored	0	

CECIL COUNTY

Need	Number	Percent
Adults without a High School Diploma[1]	15,223	28%
Adults at the lowest literacy level[2]	7,612	14%
Learners Enrolled		
Adult Basic Education	385	63%
Adult Secondary Education	192	31%
English Speakers of Other Languages	38	6%
Total Enrollment	615	100%
Additional Individuals Tutored	22	

CHARLES COUNTY

Need	Number	Percent
Adults without a High School Diploma[1]	14,138	19%
Adults at the lowest literacy level[2]	10,418	14%
Learners Enrolled		
Adult Basic Education	501	47%
Adult Secondary Education	464	43%
English Speakers of Other Languages	103	10%
Total Enrollment	1,068	100%
Additional Individuals Tutored	0	

DORCHESTER COUNTY

Need	Number	Percent
Adults without a High School Diploma[1]	8,390	35%
Adults at the lowest literacy level[2]	6,232	26%
Learners Enrolled		
Adult Basic Education	139	70%
Adult Secondary Education	54	27%
English Speakers of Other Languages	6	3%
Total Enrollment	199	100%
Additional Individuals Tutored	0	

FREDERICK COUNTY

Need	Number	Percent
Adults without a High School Diploma[1]	21,740	19%
Adults at the lowest literacy level[2]	11,442	10%
Learners Enrolled		
Adult Basic Education	304	39%
Adult Secondary Education	214	28%
English Speakers of Other Languages	258	33%
Total Enrollment	776	100%
Additional Individuals Tutored	0	

GARRETT COUNTY

Need	Number	Percent
Adults without a High School Diploma[1]	6,644	31%
Adults at the lowest literacy level[2]	3,429	16%
Learners Enrolled		
Adult Basic Education	156	86%
Adult Secondary Education	25	14%
English Speakers of Other Languages	0	0%
Total Enrollment	181	100%
Additional Individuals Tutored	0	

HARFORD COUNTY

Need	Number	Percent
Adults without a High School Diploma[1]	24,910	18%
Adults at the lowest literacy level[2]	16,607	12%
Learners Enrolled		
Adult Basic Education	647	63%
Adult Secondary Education	205	20%
English Speakers of Other Languages	171	17%
Total Enrollment	1,023	100%
Additional Individuals Tutored	11	

HOWARD COUNTY

Need	Number	Percent
Adults without a High School Diploma[1]	12,900	9%
Adults at the lowest literacy level[2]	15,767	11%
Learners Enrolled		
Adult Basic Education	322	20%
Adult Secondary Education	302	19%
English Speakers of Other Languages	951	60%
Total Enrollment	1,575	100%
Additional Individuals Tutored	0	

KENT COUNTY

Need	Number	Percent
Adults without a High School Diploma[1]	3,906	27%
Adults at the lowest literacy level[2]	3,183	22%
Learners Enrolled		
Adult Basic Education	111	68%
Adult Secondary Education	25	15%
English Speakers of Other Languages	27	17%
Total Enrollment	163	100%
Additional Individuals Tutored	0	

MONTGOMERY COUNTY

Need	Number	Percent
Adults without a High School Diploma*	52,270	8%
Adults at the lowest literacy level[2]	83,579	14%
Learners Enrolled		
Adult Basic Education	982	21%
Adult Secondary Education	322	7%
English Speakers of Other Languages	3,329	72%
Total Enrollment	4,633	100%
Additional Individuals Tutored	865	

PRINCE GEORGE'S COUNTY

Need	Number	Percent
Adults without a High School Diploma[1]	81,730	14%
Adults at the lowest literacy level[2]	148,058	26%
Learners Enrolled		
Adult Basic Education	1,670	44%
Adult Secondary Education	169	4%
English Speakers of Other Languages	1,982	52%
Total Enrollment	3,821	100%
Additional Individuals Tutored	309	

QUEEN ANNE'S COUNTY

Need	Number	Percent
Adults without a High School Diploma[1]	6,057	23%
Adults at the lowest literacy level[2]	3,650	15%
Learners Enrolled		
Adult Basic Education	74	53%
Adult Secondary Education	64	46%
English Speakers of Other Languages	2	1%
Total Enrollment	140	100%
Additional Individuals Tutored	0	

ST. MARY'S COUNTY

Need	Number	Percent
Adults without a High School Diploma[1]	12,454	22%
Adults at the lowest literacy level[2]	8,491	15%
Learners Enrolled		
Adult Basic Education	221	66%
Adult Secondary Education	65	19%
English Speakers of Other Languages	48	14%
Total Enrollment	334	100%
Additional Individuals Tutored	0	

SOMERSET COUNTY

Need	Number	Percent
Adults without a High School Diploma[1]	7,128	37%
Adults at the lowest literacy level[2]	6,358	33%
Learners Enrolled		
Adult Basic Education	98	59%
Adult Secondary Education	64	39%
English Speakers of Other Languages	4	2%
Total Enrollment	166	100%
Additional Individuals Tutored	0	

TALBOT COUNTY

Need	Number	Percent
Adults without a High School Diploma[1]	5,696	23%
Adults at the lowest literacy level[2]	4,706	19%
Entry Level		
Adult Basic Education	48	33%
Adult Secondary Education	73	51%
English Speakers of Other Languages	23	16%
Total Enrollment	144	100%
Additional Individuals Tutored	0	

WASHINGTON COUNTY

Need	Number	Percent
Adults without a High School Diploma[1]	30,010	31%
Adults at the lowest literacy level[2]	16,457	17%
Learners Enrolled		
Adult Basic Education	225	26%
Adult Secondary Education	564	66%
English Speakers of Other Languages	61	7%
Total Enrollment	850	100%
Additional Individuals Tutored	0	

WICOMICO COUNTY

Need	Number	Percent
Adults without a High School Diploma[1]	15,058	26%
Adults at the lowest literacy level[2]	12,162	21%
Learners Enrolled		
Adult Basic Education	222	41%
Adult Secondary Education	149	28%
English Speakers of Other Languages	167	31%
Total Enrollment	538	100%
Additional Individuals Tutored	0	

WORCESTER COUNTY

Need	Number	Percent
Adults without a High School Diploma[1]	7,866	28%
Adults at the lowest literacy level[2]	5,900	21%
Learners Enrolled		
Adult Basic Education	156	63%
Adult Secondary Education	53	21%
English Speakers of Other Languages	38	15%
Total Enrollment	247	100%
Additional Individuals Tutored	21	

CORRECTIONAL EDUCATION

Need	Number	Percent
Adults without a High School Diploma[1]		
Adults at the lowest literacy level[2]		
Learners Enrolled		
Adult Basic Education	4,487	53%
Adult Secondary Education	3,943	47%
English Speakers of Other Languages	5	0.06%
Total Enrollment	8,435	100%
Additional Individuals Tutored	0	

* *Census 2000 Supplemental Survey Estimates (only available for large jurisdictions as of 12/01)*
1 Source: 1990 Census
2 Source: National Assessment of Adult Literacy 1992

Learner Profile FY 00

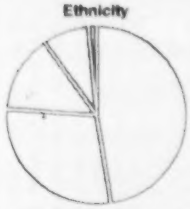
Age

- 16 – 24 year old: 35%
- 25 – 44 year old: 50%
- 45 – 60 year old: 15%

Gender

- Male: 54%
- Female: 46%

Ethnicity



- African American: 48%
- White: 29%
- Hispanic: 14%
- Asian: 8%
- American Indian: 1%

Employment Status

- Employed: 39%
- Unemployed: 28%
- Not in Labor Force: 33%

Learners' School-Age Children

- Age 0-5: 40%
- Age 6-13: 36%
- Age 14-21: 24%

Total: 23,591

Significant Changes In Learner Profile FY 97 To FY 00

- 23% Increase in Youth Enrollment (Ages 16 - 24)
- 78% Increase in Minority Enrollments (The largest increase, 28%, was for African Americans. There was also a 13% increase in Asians and a 7% increase in Hispanics.)
- 6% Increase in Enrollment of workers
- 4% Decrease in Enrollment of the Unemployed
- 2% Decrease of Enrollment of those not in the Labor Force

Results

HIGH SCHOOL DIPLOMAS

High School Diplomas to Instructional Enrollees in FY 00 3,086
Total High School Diplomas to LW Instructional Enrollees FY 97 to FY 00.... 9,782

ECONOMIC GAINS FROM LW INSTRUCTIONAL PROGRAM
Estimated Annual Earnings Increase FY 00 (High School Diploma) ..... $21 M
Estimated Annual Earnings Increase FY 97 - 00 (High School Diploma)..... $68 M
(For more on results, see page 40.)

Family Literacy—An Investment Multiplier

WHAT IS FAMILY / INTERGENERATIONAL LITERACY?

Intergenerational literacy enrolls families and addresses the literacy skill development of both children and adults. Since it also focuses on parenting skills, it is an effective way to break the cycle of illiteracy and low academic achievement in families.

Irma, Adult Learner Frederick County Even Start (FCES) Frederick County Public Schools - Adult Education

My name is Irma. I am from Mexico City. I have two daughters. Their names are Esperanza and Rosalinda. Esperanza is six years old. She is in the first grade at Waverley Elementary School. Rosalinda is almost four years old. She is in Frederick County Head Start at Waverley Elementary School for half day and at Frederick County Even Start for the other half of the day.

I have been in the United States for about six years. I have been participating in Frederick County Even Start from the beginning of the program in 1997. I chose Even Start because it is a family program. I like this program because my entire family can benefit from it. I still have a small child who can benefit from being in Even Start. I am working towards my general education program. I like Even Start because I can learn to write and read in English, improve my parenting skills and work with my child doing activities. I get to meet people from different countries and cultures. I have learned many different things in Even Start. I learned to write and to read in English. I have learned different ways to think and look at things.

My children learned many things in Even Start. My girls learned to be ready for school. They learned English and how to socialize. The Even Start program helped my girls a lot. When Esperanza entered the Frederick County Public School, she was ready for it. Rosalinda was born while I was studying in Even Start. She has always been in Even Start school with me and couldn't wait to go to "big" school. She was ready to go to Head Start. Both of my girls are doing a good job in school. My family has learned from Even Start with me. I share things when I go home. My husband works in construction. I came to the United States with my husband.

"Thirty years of research indicate that when families are involved in education....children perform better academically than their peers."

Dr. Nancy Grasmick, State Superintendent of Schools
Families Critical to Top-Notch Education, Gazette, 8/30/00

I like to live in Frederick because it is a quiet city. It has good opportunities for all families. I plan to stay in the Even Start program until Rosalinda is in school all day. My goals in Even Start are to improve my reading and writing skills. I want to work on my External Diploma and then find a good job. I don't have a job at this moment. I would like to work when my girls grow up. I am going to school in Even Start to learn English because I like to study. I want to write English very well. Next, I would like to get my High School diploma and finally I would like to have a good job in the future.

Even Start is a very interesting program. It helps my family and me. Now I can help my girls with their homework. I can make doctor's appointments without anyone's help when my girls are sick. This program helped my family and me a lot.

The primary partners for family literacy are organizations that have expertise in delivering early childhood education, such as elementary schools, family support centers, Head Start Centers, or Even Start programs. In these programs, the partner organization provides the financial support for the early childhood component of the program and support services such as transportation, etc. and adult education provides the funding for the adult instructional component. While most of the children participating are pre-school age, this is not exclusively the case.

Programs with special adult education funding to deliver Family Literacy for FY 2001 included:

Carroll County Public Schools	$62,821
Cecil Community College	$17,753
Charles County Public Schools	$50,725
Community College of Baltimore Co.	$63,966
Dorchester County Public Schools	$72,034
Frederick County Public Schools	$28,500
HEAL, Inc., Baltimore City	$44,844
Queen Anne's Co. Public Schools	$16,200
Worcester County Board of Education	$10,000

In addition to the programs above, many of the adult education and literacy programs funded across the state deliver the adult instructional component in a family literacy program using their regular adult education funding.

EXPANSION OF INTERGENERATIONAL LITERACY

In the last decade, there has been a recognition of the value of intergenerational literacy. Research from the National Center for Family Literacy reports that both children and adults in family literacy programs improve their literacy skills. In addition, parents improve their parenting skills and become more skilled as partners in their children's education.

As a result, there has been a substantial funding to establish and expand family literacy programs. The funding for these programs largely supports the instructional services for children. Adult education resources are expected to cover the cost of adult services but have not kept pace with the demand for partnering. Consequently, adult education is not a partner in all of the programs in the state.

Even where adult education programs have developed partnerships, instruction is on a part time basis because of limited resources. In FY 01, early childhood programs, which include family literacy as a service component, received approximately $15 million in funding. The adult education program, which has a requirement to fund many other services beyond family literacy, received $8.6 million for the same period. There are many opportunities for partnering, but the demand is greater than the resources.

ing programs based on scientific research for their at risk children. Each school must also support the parents of these children.

What Organizations Provide Adult Education Locally?

Adult education is provided to residents in every county and Baltimore City through local organizations selected by competitive applications and funded by grants from the adult education program at MSDE.

Educated adults will be better prepared to assist their own children in school, perpetuating obvious benefits well into Maryland's future.

It is anticipated that the demand will continue to increase as the state focuses on prevention and ensuring that every child enters school ready to achieve.

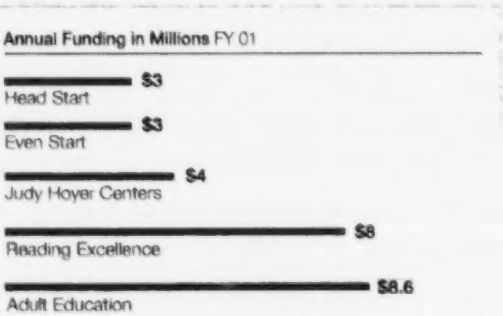
FAMILY LITERACY PARTNERS

All of the programs below either require or recommend that they partner with the adult education program to deliver and fund the adult component of family literacy.

- **Even Start** is a federally funded program providing educational opportunities for the nation's low-income families by integrating early childhood education, adult education and parenting education into a unified family literacy program.
- **Family Support Centers** provide comprehensive preventive services to parents with children from birth through age three, promoting the optimal development of young children while assisting parents to fulfill their goals related to family life, education and employment.
- **Head Start** offers support to low-income families and provides rich early childhood classrooms for their children from birth to four years.
- **Judy Hoyer Centers** provide comprehensive early childhood education services for young children and their families for the purpose of promoting school readiness. Performance standards include adult education. (Funding for FY 02 is $7 million)
- **Reading Excellence Act** provides federal money to public schools who must use integrated read-

Percent of Statewide Enrollment by Type of Organization

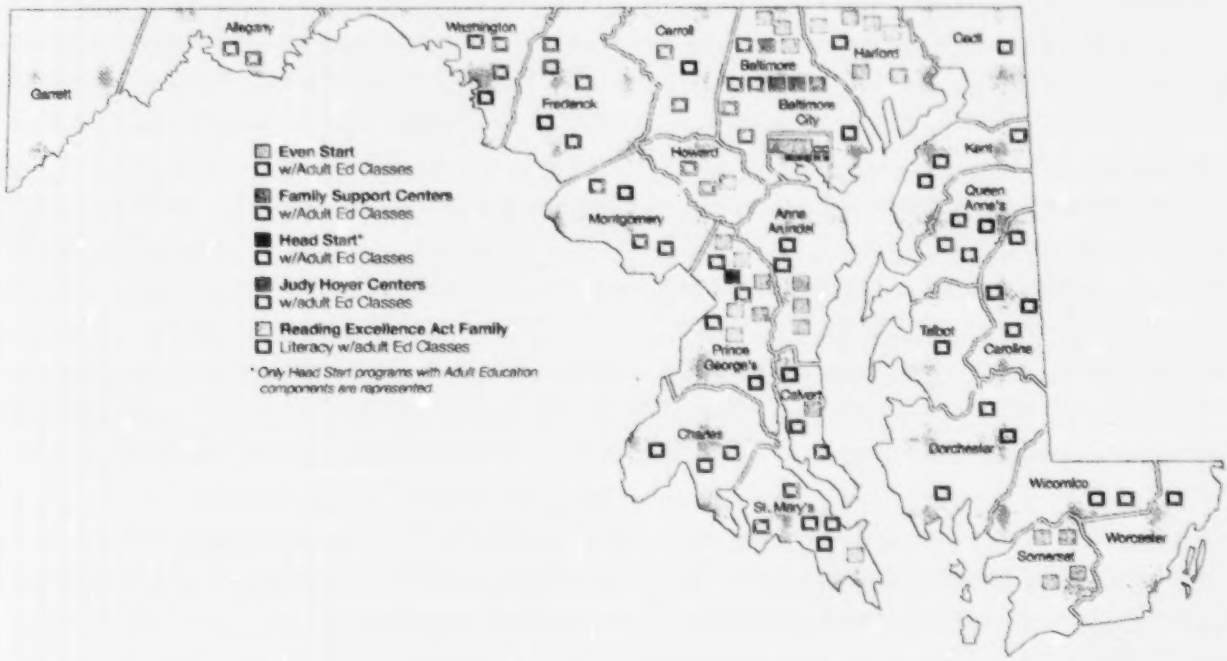
- **Local Education Agencies**
  Enrolled 39% of learners statewide
- **Community Colleges**
  Enrolled 30% of learners statewide
- **Community Based Organizations**
  Enrolled 7% of learners statewide
- **Public Agencies**
  Enrolled 24% of learners statewide



*Adult education by statute must also provide ESL, Correctional Education, adult education classes in every county, the GED and the External Diploma Program.

Adult Education Teachers

Without high quality teachers, efforts to improve student achievement will not succeed. Research has shown again and again that teachers make the critical difference in whether or not a student succeeds. If students are to meet expectations, they must have superbly prepared teachers equal to the task.



Although 83% of local adult education personnel are teachers, only 54% are paid. Forty-one percent are volunteers. Local administrative personnel, including program directors, coordinators, site facilitators, and professional development specialists comprise 12% of the adult education workforce at the local level.

A Bachelor's degree is Maryland's minimum requirement to teach in an MSDE funded program. However, Maryland, unlike many other states, has no state level certification requirement for adult education teachers. Data supports the impact of increasing teacher credentials. Since the correctional education program required their adult education teachers to have Maryland certification, there has been a substantial increase in the percentage of students earning their high school diplomas. Current Maryland certification options, however, do not provide for the substantial differences in teaching children and adults. The adult education program has recently convened a statewide workgroup to establish a certification process for teachers to ensure mastery of the subjects they teach and the knowledge of how to teach adult learners.

Salaries for adult education teachers are substantially lower than salaries for teachers in other settings in Maryland. Teacher salaries range from approximately $16 per hour to $24 per hour with no benefits.

Since most instructional personnel are part time, hourly employees, and paid at a lower rate than many other teachers, recruitment and retention are substantial issues. Local programs spend valuable time and resources on continuous recruitment and training of new teachers. In the highly competitive environment for hiring teachers, adult education programs are often unable to attract or retain teachers, especially in fields with critical shortages such as ESL. High teacher turnover is perceived as an important reason why students leave programs. (*The Working Conditions of Adult Literacy Teachers*, National Center for the Study of Adult Learning and Literacy, 2001). The exception to this profile is the state correctional education program, which is staffed prima-

rily by full time certified teachers. The stability of the instructional staffing is considered a critical factor in the success of correctional education students in achieving the highest pass rate of all GED testing sites in the state. Studies have shown that full-time teachers are essential to program quality (*National Evaluation of Adult Education Programs, Development Associates*, 1994).

In order to ensure quality outcomes, teachers must have appropriate credentials and compensation consistent with the new requirements. This will attract and retain teachers who improve their knowledge and skills to increase their impact on student learning.

Issues

The Task Force found that, although the adult education program is enrolling significant numbers (36,000 to 38,000) of individuals who are making substantial progress, there remain several opportunities to accelerate the quality of the services. Also, some populations were identified that require additional emphasis and targeted services, particularly out of school youth, foreign born individuals, workers, and families. These issues were presented by the experts and practitioners who addressed the Task Force. The Task Force Members found them to be significant for improvement of the system.

ACCESS - WAITING LISTS

There are waiting lists for services and learners must wait for months for an opportunity to enroll, particularly for ESL instruction. This problem is particularly acute in Montgomery and Prince George's counties. External Diploma services are only available in 15 counties due to a lack of resources. There are many requests from residents of those counties lacking services. Maryland services need to expand so that waiting lists are eliminated and all adult diploma options, including the External Diploma, are available in each county.

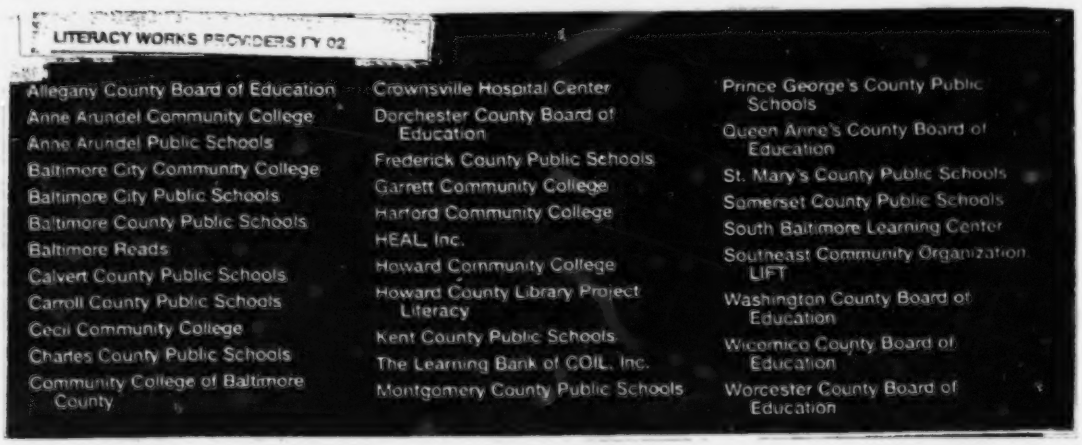
ACCESS - CLASS SCHEDULE AND INTENSITY OF INSTRUCTION

There is a need to expand weekend and day classes to fit the diverse needs of the learners. Only 4% of classes are offered on weekends; 24% are daytime and 70% are evening classes. There is a need to expand the percentage of classes offered on non- traditional schedules to remove barriers to attending. Often it is also during the non-traditional class hours that learners may have more child care availability.

Currently the average number of instructional hours is 69. Research indicates that boosting the average hours to 100 to 150 will result in a higher level of success and a faster rate of skills improvement. Maryland needs to increase the average hours of instruction to the level research indicates maximizes results.

ACCESS - TECHNOLOGY AND DISTANCE LEARNING

Technology and distance education are wonderful tools to enhance learning opportunities and results for students. Maryland's adult education program needs to increase access to and use of technology to


LITERACY WORKS PROVIDERS FY 02
Allegany County Board of Education
Anne Arundel Community College
Anne Arundel Public Schools
Baltimore City Community College
Baltimore City Public Schools
Baltimore County Public Schools
Baltimore Reads
Calvert County Public Schools
Carroll County Public Schools
Cecil Community College
Charles County Public Schools
Community College of Baltimore County
Crownsville Hospital Center
Dorchester County Board of Education
Frederick County Public Schools
Garrett Community College
Harford Community College
HEAL, Inc.
Howard Community College
Howard County Library Project Literacy
Kent County Public Schools
The Learning Bank of COIL, Inc.
Montgomery County Public Schools
Prince George's County Public Schools
Queen Anne's County Board of Education
St. Mary's County Public Schools
Somerset County Public Schools
South Baltimore Learning Center
Southeast Community Organization LIFT
Washington County Board of Education
Wicomico County Board of Education
Worcester County Board of Education

help learners become more literate and achieve their goals. It also needs to adopt a learning anytime/ anywhere approach by incorporating distance and virtual learning strategies into the delivery of services.

BARRIERS - LEARNER FEES

There are currently fees charged to learners for some adult education services. Primarily these are services at the Adult Secondary level of instruction. Federal funding, the majority of the resources for adult education, must be targeted to the most in need - those with the lowest literacy levels. Students who enroll in the EDP program pay fees of up to $150. Students who pursue the GED may need to devote the equivalent of a week's wages. GED students often pay a fee to enroll and the cost of a textbook for instruction; they pay a $45 fee to take the test. If they don't pass the test on the first attempt, they pay another $45 fee. A week of wages for enrollees, whose average earnings are $13,000 constitutes a significant barrier. Since most of the operation of the GED Testing Office is underwritten by learner fees, learners fees are driven upward as costs increase. In many states, the cost of GED testing is underwritten by the state. In Kentucky, there is a tax incentive for workers who get their GED. Maryland needs to find a way to eliminate or reduce learners fees since they present yet another barrier to individuals who need to upgrade their skills.

BARRIERS - LACK OF SUPPORT SERVICES

Support services were not traditionally part of adult education. Studies have found that the integration of support services with instruction increases learner contact hours and persistence, which leads to improved literacy skills. The Task Force agreed with experts and practitioners that Maryland needs to provide support services as part of an integrated adult education system. Recommended support services include transportation, child care, professional counseling to identify barriers and connect learners with resources, translator services for more effective interviewing and outreach, and career counseling to identify goals, plan, and connect learners to further education, careers, and work. In addition, appropriate assessment and identification of accommodations for individuals with learning disabilities is an essential component of a quality improvement plan. This is especially important since research finds 75% to 85% of adult education students have a learning disabili-

Statewide Enrollment by Adult Education Service Providers
40 Grantees - FY 00

- Public Schools: 38%
- Community Colleges: 30%
- Community-Based Organizations: 7%
- Other Public Agencies: 24%*

*Includes Correctional Education

Adult Education Personnel by Category
FY 00

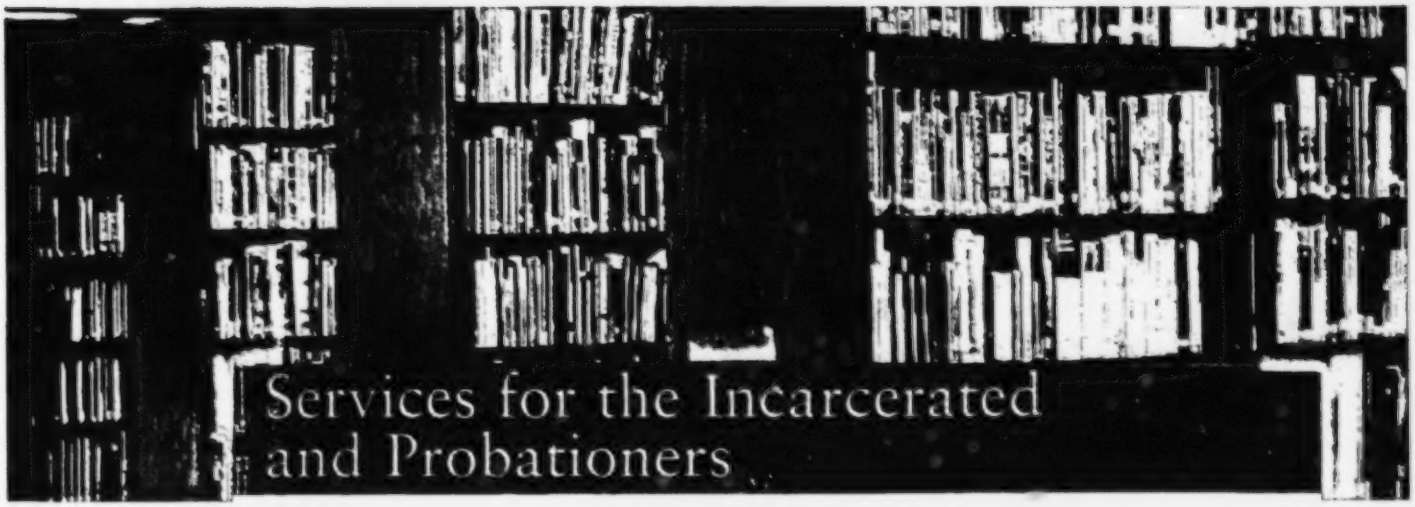
- Local Teachers: 48%
- Volunteers: 35%
- Local Administrative/ Supervisor: 8%
- Local Paraprofessionals: 5%
- Local Counselors: 4%

Adult Education Teachers by Job Status
Correctional Education - FY 00

- Full Time: 98%
- Part Time: 2%

Adult Education Teachers by Job Status
Community Programs
FY 00

- Full Time: 1%
- Part Time: 99%



Services for the Incarcerated and Probationers

The state correctional education program is administered by the Maryland State Department of Education and delivers instruction to more than 24,000 inmates in the Division of Correction and Patuxent Institution.

In addition to providing adult basic education and adult secondary education, correctional education's mission includes occupational skills training, comprehensive library services, and some post secondary education. The state correctional education system has an enormous unmet need and demand for services. Maryland law mandates school for inmates who do not have a high school diploma and have at least 18 months to serve. Federal law requires special education services in prison for those who are determined eligible.

Correctional education funding comes from several sources. One of them is the state/federal adult education program, which is funded by Title II of the Workforce Investment Act (WIA) and known as the Adult Education and Family Literacy Act. WIA includes a substantial cap on federal funds for services in state correctional education, local jails and detention centers, homeless shelters, and institutions serving individuals with disabilities.

Prisoners are heavily over-represented at the lowest literacy level, with average reading levels between 6th and 8th grade. Less than half have a high school or GED diploma. Over 12,000 have no high school diploma.

Services have not kept up with the increase in population. Between FY 90 and FY 01, educators working in the state prisons increased from 168 to 176, while the prison population increased from 15,000 to 24,000. A survey of 1,000 inmates released in 1997-1998 shows that only 42% went to school during their incarceration. During the year 2000, 19,800 inmates were eligible for state and federally mandated education programs, but only 9,300 received services. Over 2,000 inmates were on waiting lists on September 15, 2000. Given the shortage in classes, most of them will not attend school during their incarceration. Only about 19% (about 4,300) of the inmates are currently in school on a daily basis.

Correctional Education assists inmates to achieve results in literacy improvements. The Correctional Education Program has the highest completion rate (over 63.4%) for all GED programs in the state. Results include:

- 966 inmates received a GED, the most for any agency in the state.
- 897 inmates received vocational certificates that qualify them for a real job after release.
- 1,625 inmates received an MSDE certificate for meeting adult literacy and life skills requirements.
- Over 500 inmates enrolled in post secondary education funded by federal grants.

Correctional Education produces a substantial return on investment for Maryland. Recent research shows a 19% drop in recidivism for Maryland inmates participating in education. The research documents that a combination of academic and vocational education yields the biggest drop in recidivism. It also concludes that:

- Inmates who participate in education commit fewer crimes after release.
- Inmates who participate in education are more likely to find work after release.
- Inmates who participate in education behave better while incarcerated.
- Inmates who receive transition services have an enhanced probability of success and reduction of recidivism.

The state invests about $12,000,000 in prison education while the drop in recidivism saves about $24,000,000. That means for every dollar invested the state gets two dollars in return.

The biggest issue facing adult education at this time is the extensive waiting list for services. Although classrooms are available, teachers are not. Included in the FY 03 budget proposal, is a request to Reduce Waiting Lists in Correctional Education by placing 42.5 state certified teachers in state positions to fill vacant classrooms. The Task Force supports this budget request.

Services to Probationers

House Bill (HB) 860 was introduced by Delegate Sandy Rosenberg in the 2001 legislative session of the General Assembly. It would have required that attendance in a GED or literacy class be a condition of probation for individuals without a high school diploma. The bill was later rescinded and Senate Bill 399 was amended to require addressing services to probationers. Senate Bill 399 was signed by the Governor to establish a Task Force to Study Adult Education including services to probationers. To meet the requirement of the Task Force, a Probation and Parole Adult Education Workgroup met four times to study the issue and report to the Task Force.

The members of the Parole/Probation and Adult Education Workgroup included: Delegate Rosenberg, David Jenkins, Educational Liaison of the Division of Correction, Pricilla Griffith, Program Coordinator of the Department of Parole and Probation, and MSDE staff including Patricia Bennett, Branch Chief of Adult Education and Literacy Services, Jackie Brown-Baxter, GED Testing Administrator, Dr. Carolyn Buser, Director of Correctional Education, Dr. Mark Mechlinski, Field Director of Correctional Education, Bonnie Meyer, Section Chief for Adult Instructional Services, and Ralph Galvin, Adult Education Specialist. The workgroup reviewed national and state models and current need and practices. They identified issues that would need to be resolved and made recommendations to the Task Force.

"...Only **42%** of inmates went to school during incarceration.

There are approximately 50,000 individuals on the caseload and an estimated 65% to 85% would be candidates for adult education. The current adult education system serves 36,000 to 38,000 annually. Referral of a substantial number of probationers would quickly overwhelm a system that is under-funded and has an unmet need.

Adult education is usually not a special condition of supervision. The Courts usually focus on more urgent issues such as substance abuse, which would need to be addressed before the individual is a candidate for education services. Some probationers are referred to community based classes. The local programs usually have no contact with the Division of Probation and usually do not know if the learner has enrolled to meet a condition imposed by the Courts.

In order to be successful with this population, a program would need to be structured with high intensity instruction, an array of integrated support services, and close partnership between the adult education and probation staff.

The workgroup reviewed the national LEARN model, which has been evaluated as a successful intervention. It also reviewed Proactive Community Supervision (PCS), a state initiative of the Division of Parole and Probation which is in the first year of implementation. The results

and some evaluation of this program will be available in the spring of 2002.

PCS is a comprehensive community-based approach to Parole and Probation supervision with three objectives: protecting public safety, holding offenders accountable for victims and the community, and helping offenders become responsible and productive members of the community.

The Division of Probation and Parole has begun piloting the YES Network Program in Baltimore City. Funded by the Council of Management and Productivity this program will enroll offenders in a curriculum of cognitive skills and employment readiness similar to the Prison to Work curriculum provided within the Division of Correction. The voluntary program will match offenders with a business mentor (an individual from the local business community who will coach the offender to find employment and help the employed offender deal with the difficulties of the workplace). Two agents will be designated to screen applicants and act as job developers for participants. Classes will be held at Baltimore City's Office of Economic Development/One Stop Career Network Centers and be augmented by individualized assistance from OED staff. The YES Network targets offenders in the Division of Correction who are under community supervision and should provide some valuable data on the effectiveness of education directed specifically to the offender population.

Research shows a **19%** drop in recidivism for Maryland inmates who participated in education during incarceration.

The workgroup felt the results of the current efforts in Baltimore City should be followed and evaluated to create a model which would be effective with probationers' literacy needs. They recommended that a model should be placed in Baltimore City, which has the highest caseload of probationers, and according to the National Adult Literacy Survey, has the lowest literacy rate of any political jurisdiction in Maryland.

The workgroup identified actions needed to implement a model built on the findings of the LEARN Program and the PCS and YES programs. They included:

- Obtaining funding for a pilot program.
- Defining responsibilities among departments.
- Collecting data needed to address the scope of a pilot program and answer questions regarding profiles of probationers that are in need of education/employment training and probation success rates within the population.
- Furnishing ancillary services for probationers while in an educational setting including drug counseling.
- Other considerations in determining costs associated with Adult Education Programs include: Teacher wages, instructional supplies, materials and technology usage, and administrative costs associated with intake, assessment, accountability and all other special services to assure success.

The Workgroup made the following recommendations to the Task Force:

- Follow the recommendations of the PCS and YES programs underway in Baltimore and review the evaluation results to plan a pilot program in Baltimore for probationers;
- Request funding from the Governor and General Assembly to implement a pilot parole and probation adult education program serving Baltimore probationers, based on the evaluation of PCS and YES;
- Provide the Judicial System with information about adult education services through the publication *Justice Matters* and the Judicial Institute;
- Provide funding for the additional teacher positions in the correctional institutions (MSDE FY '03 Budget Request) to serve more of the incarcerated in need of basic skills and GED instruction since it will reduce recidivism.

The Current Funding for Adult Education

Funding for adult education comes from three sources. Federal funding for the program comes from Title II of the Workforce Investment Act. State funding comes from Adult Continuing Education and includes Literacy Works, Adult General Education, and the Maryland Adult External Diploma Program. In addition to federal and state funding, local programs must provide at least a 25% match for any adult education funds. In each of the last eight years, federal funding has increased.

Federal Funding: $9,059,610 Total for FY 02

SOURCES AND REQUIREMENTS:

Title II of the Workforce Investment Act, also known as the Adult Education and Family Literacy Act

- Since FY 01, funding includes a set aside specifically for English Literacy
- Requires a match from the state of at least 25% and a maintenance of effort
- Includes a cap of 10% on funding for institutionalized students, which includes the state correctional education program and individuals in other residential programs such as those for mental disabilities, substance abuse or homeless shelters
- 5% cap on administration
- 12.5% maximum for state leadership which includes professional development, accountability, program monitoring, curriculum, etc.

State Funding: $1,253,602 Total for FY 02

SOURCES AND REQUIREMENTS:

- **Adult General Education (AGE)** - Provides for local instruction for learners at the Adult Secondary level. Funding is limited to Local School Systems. All funds are distributed to local programs. Funding level: $162,709 in FY 02.
- **Maryland Adult External High School Diploma Program (EDP)** - Provides for local services for the EDP program. All funding is distributed to local programs. Funding is limited to 15 counties with current programs. Funding level: $281,070 in FY 02.

- **Literacy Works (LW)** - Provides for local services and a statewide accountability system. All funding is distributed to local programs. Funding level: $810,829 in FY 02.

Local Funding (Total for FY 02 not yet available)

REQUIREMENTS:

- Successfully compete for funding for a multi-year period by meeting RFP requirements
- Contribute a match of at least 25%
- Ensure a maintenance of effort.

How Funding Is Determined For Each Local Jurisdiction?

Title II of the Workforce Investment Act (WIA), also known as the Adult Education and Family Literacy Act, requires that all funding for local programs be competitive, open to eligible providers, and that certain activities and criteria be addressed in the competition. Maryland has incorporated these requirements in the Maryland State Plan for Adult Education and Family Literacy. It is incorporated by reference in the Code of Maryland Regulations and the plan is also part of the Unified State Plan for Workforce Investment. In addition, WIA provides direction on the amount of federal funding for particular activities. The primary example is an absolute cap on funding for services to the institutionalized, which includes correctional education.

All state funding, Literacy Works, EDP, and Adult General Education, is distributed to local programs. None is retained for administration at the state level.

Federal funding is distributed to local programs as indicated by the legislation and state plan. A formula based on need is used to identify the amount of funding available for competition in each jurisdiction. Federal legislative requirements are used to identify funding available for competition for certain types of services, such as services to the institutionalized. The funding amount available in each category in each jurisdiction is published in the Request for Proposals and applicants compete for the funding for that jurisdiction and for the target group they hope to serve.

Grantees are selected to provide services for multiple years. During the continuation cycle, funding is based on a formula of Need (30%), Enrollment (30%), and Results (40%). Results are calculated using the individual grantee performance, during the prior fiscal year, in achieving the Performance Indicators for adult education, such as, the number and percent of enrollees who obtain a high school diploma. The data used for the Results and Enrollment calculations are collected from each local program throughout the year in an on-line web based database called the Literacy Works Information System (LWIS).

Total (Federal & State) Adult Education Funding
By Jurisdiction, FY00-02

Jurisdiction	FY00	FY01	FY02
Allegany	$118,000	$138,941	$164,165
Anne Arundel	$441,368	$424,450	$465,613
Baltimore City	$954,866	$1,061,731	$1,199,613
Baltimore Co	$513,809	$660,267	$731,126
Calvert	$107,444	$130,879	$154,554
Caroline*	—	—	$45,875
Carroll	$222,810	$249,740	$293,443
Cecil	$90,759	$90,759	$111,702
Charles	$240,809	$279,312	$324,235
Dorchester	$141,567	$172,567	$148,595
Frederick	$193,627	$218,627	$258,933
Garrett	$43,488	$46,488	$57,583
Harford	$121,199	$121,199	$163,525
Howard	$214,100	$239,100	$276,541
Kent	$75,242	$100,423	$104,344
Montgomery	$617,610	$795,706	$931,974
PG	$623,372	$925,373	$1,216,876
Queen Anne's	$108,970	$145,343	$117,669
St.Mary's	$105,000	$130,000	$144,701
Somerset	$89,224	$40,831	$49,098
Talbot	$48,438	$19,105	$27,766
Washington	$158,605	$183,605	$209,299
Wicomico	$98,683	$133,411	$162,121
Worcester	$97,834	$122,836	$141,308
Correctional Ed.	$334,658	$334,658	$334,658
Total	**$5,761,482**	**$6,785,351**	**$7,835,317****

*Caroline County FY00 & FY01 Included in Dorchester
** As of July 2001

The "Total Adult Education Funding" chart (above) provides some funding history for the counties. Please note that funding levels also reflect services provided and programmatic changes, such as the relocation of regional EDP staff from one county to another.

In FY 90 state funding for adult education included the above programs, as well as Multi Service

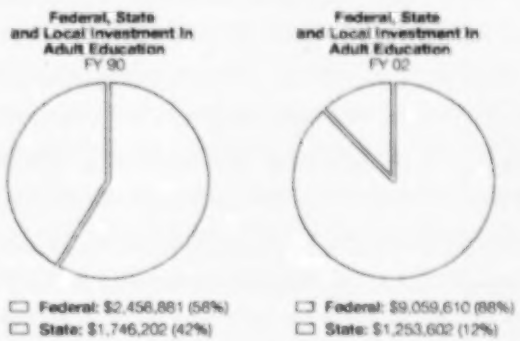
Community Centers (MSCC), which provided support services for adult learners, such as information and referral, counseling and career development. The funding level for the programs at that time totaled $1,746,202 in state funds. During the last recession funding was reduced and the MSCC program was eliminated.

Comparison of State Funding
FY90 and FY02

Program	FY90	FY02
AGE	$416,000	$162,709
EDP	$522,861	$281,070
Literacy Works	$685,000	$810,829
MSCC	$122,351	$0
Total	**$1,746,202**	**$1,253,602**

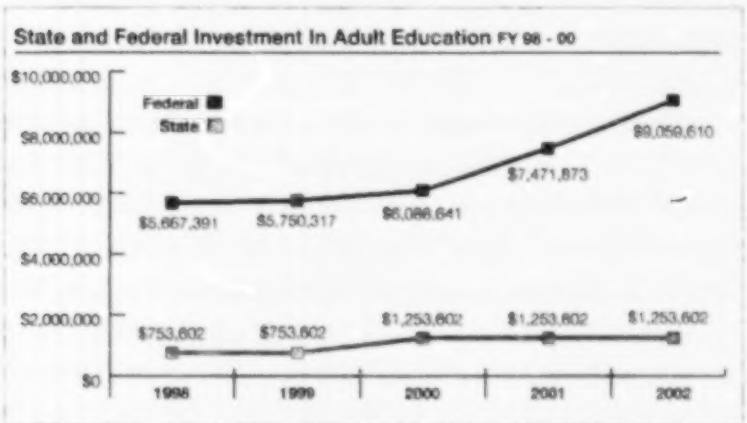
Comparison Of Federal, State And Local Investment In Adult Education Instruction

Adult education is heavily dependent on federal and local investments. When comparing the proportion of investment by state, local, and federal partners, adult education has fallen behind in state level investment. Between FY 90 and FY 02, the share of federal and state investment in adult education has shifted from one of relative balance to one of inequity. The federal share of the cost of adult education changed from 58% to 88% and the state share from 42% to 12%.


Federal, State and Local Investment in Adult Education
FY 90
Federal: $2,458,881 (58%)
State: $1,746,202 (42%)
Federal, State and Local Investment in Adult Education
FY 02
Federal: $9,059,610 (88%)
State: $1,253,602 (12%)

As a result of the gap in state funding, local programs have had to contribute more to ensure that the state would continue to meet the requirement for a 25% match. To match the FY 02 federal allocation with state funds, Maryland's contribution would need to be $2,264,902. This is a little less than double the current appropriation. The local share of the cost of adult education has increased as a percent of the total investment in adult education to make up the gap.

Increasingly local programs are unable to accept badly needed resources because they cannot provide additional matching funds.



How Does Maryland Measure Up to Other States?

In order to provide a comparison of Maryland to other states, data is provided on three indicators: 1—the level of need for adult literacy in other states, 2—the level of funding for services in other states, and 3—the level of enrollment in adult education and literacy services.

The sources of the data for the indicators include the National Adult Literacy Survey, the U. S. Department of Education Adult Education Program data, and a national survey of state adult education programs conducted by the Maryland State Department of Education.

Need

An earlier graphic in this report, a map of the United States, compared the literacy level of the states based on the National Adult Literacy Survey. The *State of Literacy in America* classifies the need for adult literacy, based on the percent of the adult population who are at the lowest literacy level - Level I. One state had 30% at Literacy Level I, 16 states had 20% at Literacy level I. Maryland is one of the 16 states. This means that **66% of the United States has an adult population with higher literacy skills than Maryland.**

State Funding Levels

In FY 01, the Maryland State Department of Education conducted a national survey of state adult education programs to identify the level of state funding. The map of the East Coast provides a comparison with other states of Maryland's level of investment in adult education. In FY 01, Maryland ranked 16th among East Coast states, ahead of only Rhode Island and New Hampshire. Since FY 01, the gap has continued to widen with numerous states increasing their investment.

Per student investment can be calculated several ways. The *per student state investment* in adult education is $45, approximately the cost of a GED textbook. If federal funding is factored in, Maryland moves up to rank 13th out of the 18 East Coast states. When comparing Maryland to several states on *per capita investment* in adult education, Maryland is one of the lowest, with a $0.23 per capita investment.

Comparison of Need, Funding, Enrollments, and Per Student Investment

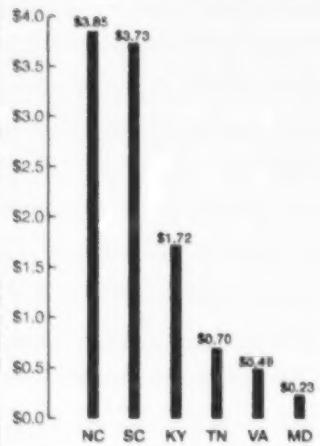
The Task Force compared the literacy levels, need for services, FY 01 funding levels, and the number of individuals enrolled in adult education services for the East Coast states, which are Maryland's primary competitors for economic development.

How Do Maryland Adult Education Results Compare To Other States?

All states must report to the U. S. Department of Education on the results on the Core Indicators of Performance, which are part of the National Reporting System under the Workforce Investment Act. The Core Indicators are:

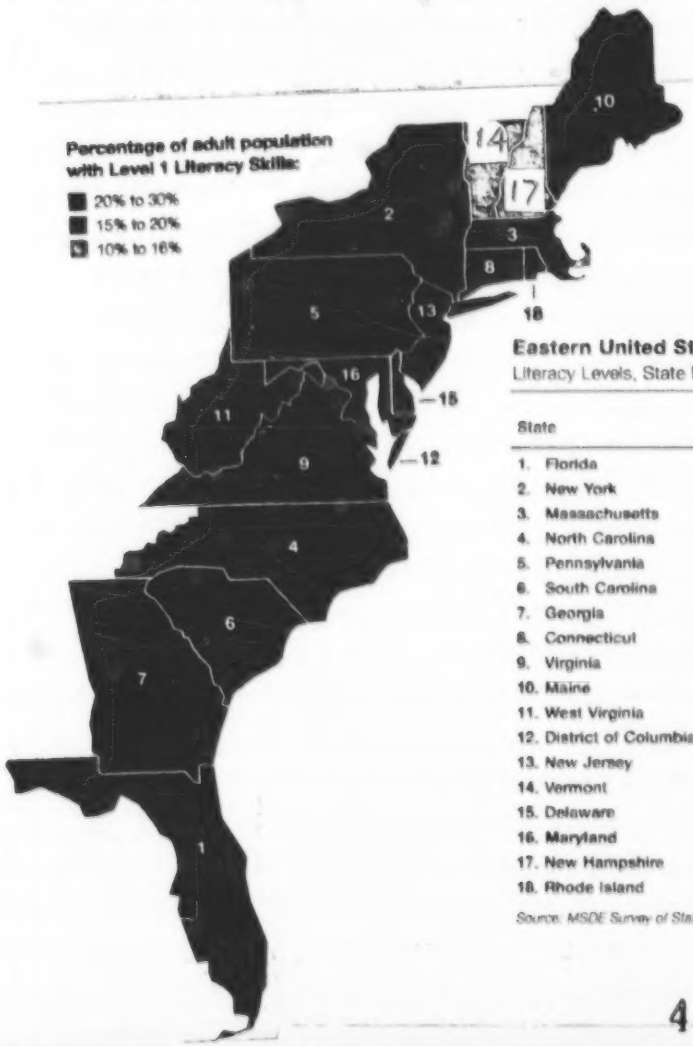
- Core **Indicator #1**: Demonstrated improvements in literacy skill levels in reading, writing, and speaking the English language, numeracy problem-solving, English Language acquisition, and other literacy skills.
- **Core Indicator #2**: For applicable learners, placement in, retention in, or completion of post secondary education, training, unsubsidized employment or career advancement.
- **Core Indicator #3**: Receipt of a secondary school diploma or its recognized equivalent.

Per Capita Spending on Adult Education in Six States



US Census Bureau, 2001; VA Report of the Task Force on Adult Education and Literacy, June 2001

Each year the rate at which the state must succeed on the Core Indicators is negotiated with the USDE. (For Core Indicator #1, there are also sublevel indicators for each identified literacy level, such as *Beginning Literacy and Advanced ESL*.) Since many of the Indicators and the Literacy sublevels were new data elements when the WIA was implemented, Maryland negotiated the performance levels conservatively. Maryland's performance targets will be re-negotiated with the U.S. Department of Education in 2002 and are expected to improve from FY 00 levels.



Eastern United States Adult Education

Literacy Levels, State Funding, and Enrollment

State	FY01 State Funding	FY00 Enrollment	Per Student Investment
1. Florida	$240,579,467	399,772	$602
2. New York	$104,300,000	194,028	$538
3. Massachusetts	$37,000,000	24,585	$1,506
4. North Carolina	$30,504,068	154,786	$197
5. Pennsylvania	$17,979,000	46,836	$384
6. South Carolina	$16,333,227	132,497	$123
7. Georgia	$10,000,000	107,980	$93
8. Connecticut	$7,920,000	27,698	$286
9. Virginia	$4,124,106	31,211	$132
10. Maine	$4,100,000	9,807	$418
11. West Virginia	$2,743,941	22,403	$122
12. District of Columbia	$2,500,000	2,828	$884
13. New Jersey	$2,448,000	44,712	$55
14. Vermont	$2,419,927	4,436	$546
15. Delaware	$2,000,000	3,278	$610
16. Maryland	**$1,253,000**	**27,556**	**$45**
17. New Hampshire	$500,000	5,519	$91
18. Rhode Island	$450,000	7,950	$57

Source: MSDE Survey of States, U.S. Department of Education

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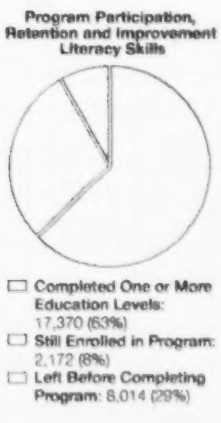
Maryland's performance has significantly exceeded the target on the national Performance Measures in all except one area. Except for one area, Maryland exceeds the national average for the target performance on the Core Indicators. Maryland has been very successful in maximizing enrollments through program improvements and partnering with other agencies and local funding sources to increase access for learners.

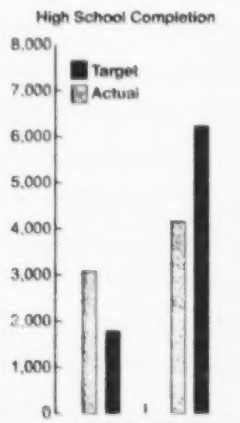
State Achievement on National Performance Measures - FY 00

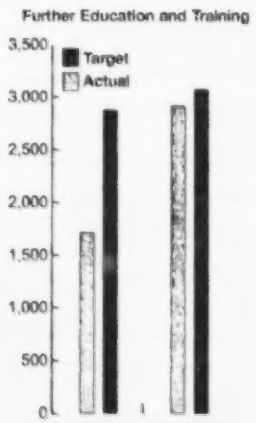
Performance Measure I: Demonstrated Improvement in Literary Skills.	Maryland			U. S. Average		
	Target	Actual	Status	Target	Actual	Status
Sub Measures (1999-2000)						
1. The percentage of adults enrolled at the Beginning Literacy level who acquired the basic skills (validated by standardized assessment) needed to complete that level.	15%	36%	↑	22%	36%	↑
2. The percentage of adults enrolled at the Beginning Adult Literacy Level who acquired the basic skills validated by standardized assessment) needed to complete that level.	17%	49%	↑	24%	42%	↑
3. The percentage of adults enrolled at the Intermediate Adult Basic Education level who acquire the basic skills (validated by standardized assessment) needed to complete that level.	18%	49%	↑	27%	44%	↑
4. The percentage of adults enrolled at the Beginning Literacy English Literacy education level who acquired the basic skills (validated by standardized assessment) needed to complete that level.	19%	48%	↑	22%	40%	↑
5. The percentage of adults enrolled at the Beginning English Literacy level who acquired the basic skills (validated by standardized assessment) needed to complete that level.	16%	47%	↑	25%	40%	↑
6. The percentage of adults enrolled at the Intermediate English Literacy level who acquired the basic skills (validated by standardized assessment) needed to complete that level.	18%	54%	↑	28%	43%	↑
7. The percentage of adults enrolled at the Advanced English Literacy level who acquired the basic skills (validated by standardized assessment) needed to complete that level.	18%	87%	↑	27%	38%	↑
Performance Measure II: High School Completion. The number of adult learners who earn a high school diploma (GED, EDP, or by credit).	1,800	3,086	↑	6,247	4,182	↓
Performance Measure III: Further Education and Training. The number of adult learners who entered postsecondary education and/or training.	2,880	1,719	↓	3,074	2,920	↓
Performance Measure IV: Entered Employment. The percentage of unemployed enrollees (in the workforce) who gained Employment.	24%	27%	↑	17%	26%	↑
Performance Measure V: Retained Employment. The number of adult learners who retained their job or advanced on the job.	6,600	7,938	↑	2,654	4,493	↑

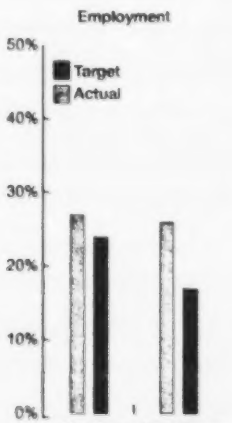
↑ Exceeded Performance Target

↓ Did Not Meet Performance Target


Program Participation, Retention and Improvement Literacy Skills
Completed One or More Education Levels: 17,370 (63%)
Still Enrolled in Program: 2,172 (8%)
Left Before Completing Program: 8,014 (29%)







Task Force Recommendations

The task force has developed four recommendations to improve the adult education system in Maryland. They are listed below. A more complete description of the findings and recommendations of the Task Force can be found in the Executive Summary of this Report. The Task Force feels that an effective adult education system is an essential element in ensuring One Maryland. It enhances the economy by improving the capacity of workers and it enhances the community by making parents more effective partners in their children's education.

Recommendation 1:

Significantly Increase Public and Private Investment in the Adult Education System

1.1 The Governor and the General Assembly should create legislation in the upcoming session to substantially increase funding through a need based State appropriation for adult education. The legislation should be effective July 1, 2002 (FY 03) and require the appropriation for FY 04 and beyond be calculated on the basis of need.

1.2 Fund the MSDE FY 03 budget requests for adult education.

1.3 The Governor and the General Assembly should charge the Maryland State Department of Education and Department of Business and Economic Development with establishing increased access and incentives for employers and workers to invest in and participate in adult education.

Recommendation 2:

Target new resources* to the improvement of adult education outcomes by increasing access to services, removing learner barriers, ensuring a professional workforce, and connecting students to careers, further education or the workplace

** From RECOMMENDATION 1*

2.1 Expand access to instruction throughout the state.

2.2 Remove barriers to learner participation & persistence in all state funded adult education programs.

2.3 Ensure a professional adult education workforce capable of delivering effective research-based instruction.

2.4 Connect adult education students to careers, further education, and the workplace.

Recommendation 3:

Enhance accountability to increase the return on present and future investments

3.1 Ensure adequate funding for Maryland to participate in the National Assessment of Adult Literacy (NAAL) and obtain a state level report.

3.2 Publish an annual report on the adult education program.

3.3 Conduct a three year review of the adult education program, including funding and results.

Recommendation 4:

Improve services for the incarcerated and probationers

Recommendation 4- Correctional Education

4.1 Fund correctional education at a level to meet the mandate of state law requiring services.

Recommendation 4 - Services to Probationers

4.2 Develop A Pilot Program Targeted to Probationers.

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